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LEGISLATIVE HISTORY  
Public Law 90-543  
S. 827

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## INDEX AND SUMMARY OF S. 827

Feb. 3, 1967 Sen. Jackson introduced and discussed S. 827 was referred to Senate Interior and Insular Affairs Committee. Print of bill as introduced and remarks of author.

Feb. 6, 1967 Rep. Taylor introduced and discussed H. R. 4865 which was referred to House Interior and Insular Affairs Committee. Print of bill as introduced and remarks of author.

May 24, 1968 Senate committee ordered S. 827 reported.

June 13, 1968 Senate committee reported S. 827 with amendments. Senate Report 1233. Print of bill and report.

June 27, 1968 House committee ordered H. R. 4865 reported.

July 1, 1968 Senate passed S. 827 with amendments.

July 2, 1968 S. 827 was referred to House Interior and Insular Affairs Committee. Print of S. 827 as referred.

July 3, 1968 House committee reported H. R. 4865 with amendment. House Report 1631. Print of bill and report.

July 15, 1968 House passed S. 827 with amendment to insert the language of H. R. 4865. H. R. 4865 was tabled due to passage of S. 827.

Aug. 1, 1968 Senate conferees were appointed.

Sept. 4, 1968 House conferees were appointed.

Sept. 6, 1968 Senators Jordan, Idaho, and Hansen replaced Senators Kuchel and Allott as conferees on S. 827.

Sept. 9, 1968 Conferees agreed to file conference report on S. 827.

Sept. 12, 1968 House received conference report on S. 827. House Report 1891. Print of report.

Sept. 18, 1968 House agreed to conference report.

Sept. 19, 1968 Senate agreed to conference report.

Oct. 2, 1968 Approved: Public Law 90-543.

**Hearings:** S. Committee on S. 827  
H. Committee on H. R. 4865



## DIGEST OF PUBLIC LAW 90-543

Public Law 90-543, NATIONAL TRAILS SYSTEM ACT. Establishes three categories of trails; National scenic trails, national recreation trails, and connecting or side trails. Provides that trails to be included in the first category may be established only by act of Congress and that others may be designated by the Interior and Agriculture Departments. Designates the initial trails in the system and those to be studied for potential inclusion. Requires the Secretary of the Interior to establish an advisory council for the Pacific Crest National Scenic Trail. Requires the Secretaries of Interior and Agriculture to submit from time to time to the President and the Congress studies on additional national scenic trails. Authorizes an appropriation for the acquisition of lands or interests in lands of \$5 million for the Appalachian National Scenic trail and \$500,000 for the Pacific Crest National Scenic Trail.









90TH CONGRESS  
1ST SESSION

# S. 827

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## IN THE SENATE OF THE UNITED STATES

FEBRUARY 3, 1967

Mr. JACKSON (for himself and Mr. NELSON) introduced the following bill;  
which was read twice and referred to the Committee on Interior and  
Insular Affairs

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## A BILL

To establish a nationwide system of trails, and for  
other purposes.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*

3 STATEMENT OF POLICY

4 SECTION 1. (a) The Congress finds that in order to pro-  
5 vide for the ever-increasing outdoor recreation needs of an  
6 expanding population and to promote public access to, travel  
7 within, and enjoyment of, the National and State parks,  
8 forests, recreation areas, historic sites, and other areas,  
9 existing trails should be improved and maintained and addi-  
10 tional trails should be established both in the remaining

1 highly scenic and unspoiled areas and in the metropolitan  
2 areas of the Nation.

3                                   NATIONWIDE SYSTEM OF TRAILS

4           (b) To carry out the policy set forth in subsection  
5 (a) of this section, there is hereby established a nation-  
6 wide system of trails composed of (1) trails designated  
7 as “national scenic trails” in this Act or subsequent Acts of  
8 Congress; (2) park, forest, and other recreation trails on  
9 lands within areas administered by the Secretary of the  
10 Interior or the Secretary of Agriculture when designated by  
11 the appropriate Secretary; (3) park, forest, and other recrea-  
12 tion trails on lands administered by the States when desig-  
13 nated by the States and approved by the Secretary of the  
14 Interior; and (4) recreation trails on lands in and near  
15 metropolitan areas when designated by the administering  
16 agency and approved by the Secretary of the Interior. The  
17 Secretary of the Interior and the Secretary of Agriculture,  
18 in consultation with the appropriate Federal agencies, States,  
19 local governments, private organizations, and advisory coun-  
20 cils, shall select a uniform marker for the nationwide system  
21 of trails, and shall provide for the placement upon the uni-  
22 form marker of a distinctive symbol for each national scenic  
23 trail.



## 1            DEFINITION OF NATIONAL SCENIC TRAILS

2            SEC. 2. (a) A national scenic trail eligible to be in-  
3 cluded in the system is an extended trail which has natural,  
4 scenic, or historic qualities that give the trail recreation use  
5 potential of national significance.

6            (b) The following trails are hereby designated as “na-  
7 tional scenic trails”:

8            (1) The Appalachian Trail, a trail of some two thou-  
9 sand miles, extending generally along the Appalachian  
10 Mountains from Mount Katahdin, Maine, to Springer Moun-  
11 tain, Georgia.

12            (2) Continental Divide Trail, a three thousand one hun-  
13 dred mile trail extending from near the Mexican border in  
14 southwestern New Mexico northward generally along the  
15 Continental Divide to the Canadian border in Glacier Na-  
16 tional Park.

17            (3) Pacific Crest Trail, a two thousand three hundred  
18 and fifty mile trail extending from the Mexican-California  
19 border northward generally along the mountain ranges of  
20 the west coast States to the Canadian-Washington border  
21 near Lake Ross.

22            (4) Potomac Heritage Trail, an eight hundred and  
23 twenty-five mile trail extending generally from the mouth

1 of the Potomac River to its sources in Pennsylvania and  
 2 West Virginia, including the one hundred and seventy mile  
 3 Chesapeake and Ohio Canal towpath.

4 FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL  
 5 NATIONAL SCENIC TRAILS

6 (c) The Secretary of the Interior, and the Secretary of  
 7 Agriculture where lands administered by him are involved,  
 8 shall make studies of the feasibility and desirability (includ-  
 9 ing costs and benefits) of designating other trails as national  
 10 scenic trails. Such studies shall be made in consultation  
 11 with the heads of other Federal agencies administering lands  
 12 through which the trails would pass and in cooperation with  
 13 interested interstate, State, local governmental and private  
 14 agencies and organizations concerned. The two Secretaries  
 15 shall submit the studies to the President, together with their  
 16 recommendations resulting therefrom for the inclusion of any  
 17 or all such trails in the system, and the President shall sub-  
 18 mit to the Congress such recommendations, including legis-  
 19 lation, as he deems appropriate. The studies may include,  
 20 among others, all or appropriate portions of—

21 (1) Chisholm Trail, from San Antonio, Texas,  
 22 approximately seven hundred miles north through Okla-  
 23 homa to Abilene, Kansas.

24 (2) Lewis and Clark Trail, from St. Louis, Missouri,  
 25 approximately four thousand six hundred miles to the

Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(3) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(4) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(5) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(6) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(7) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(8) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of the Interior shall select the right-of-way for trails designated as national scenic trails by subsection (b) of this section, paragraphs (1) and (4), and



1 the Secretary of Agriculture shall select the rights-of-way for  
2 the trails designated by paragraphs (2) and (3). Such  
3 rights-of-way shall be (1) of sufficient width and so located  
4 to provide the maximum retention of natural conditions,  
5 scenic and historic features, and primitive character of the  
6 trail area, to provide campsites, shelters, and related public-  
7 use facilities, and to provide reasonable public access; and  
8 (2) located to avoid, insofar as practicable, established high-  
9 ways, motor roads, mining areas, power transmission lines,  
10 existing commercial and industrial developments, range fences  
11 and improvements, private operations, and any other activi-  
12 ties that would be incompatible with the protection of the  
13 trail in its natural condition and its use for outdoor recreation.  
14 Where practicable, the right-of-way for the Appalachian  
15 Trail shall include lands protected for it under agreements in  
16 effect on January 1, 1966, to which Federal agencies and  
17 States were parties. The location and width of a national  
18 scenic trail right-of-way across Federal lands under the  
19 jurisdiction of another Federal agency shall be by agreement  
20 between the head of that agency and the appropriate Secre-  
21 tary. In selecting a right-of-way, the appropriate Secretary  
22 shall obtain the advice and assistance of the States, local  
23 governments, private organizations, landowners, the land  
24 users concerned, and the advisory council established under  
25 subsection (f) of this section. The appropriate Secretary

1 may revise the location and width of a right-of-way from  
2 time to time as required by circumstances, with the consent  
3 of the head of any other Federal agency involved, and with  
4 the advice and assistance of the aforesaid States, local gov-  
5 ernments, private organizations, landowners, land users, and  
6 the advisory council.

7 The appropriate Secretary shall publish notice of the  
8 selection of a right-of-way in the Federal Register, together  
9 with appropriate maps and descriptions. If in his judgment  
10 changes in the right-of-way become desirable, he shall make  
11 the changes in the same manner.

12 MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

13 (e) The Secretary of the Interior and the Secretary of  
14 Agriculture, in consultation with the Federal agencies, States,  
15 local governments, private organizations concerned, and the  
16 advisory councils, shall erect and maintain the uniform  
17 marker for the nationwide system of trails at appropriate  
18 points along each national scenic trail route, and shall select  
19 a symbol for each such trail for placement upon the uniform  
20 marker. Where the trail route passes through Federal lands,  
21 such marker shall be erected and maintained by the Federal  
22 agency administering the lands. Where the trail route passes  
23 through non-Federal lands and is administered under co-  
24 operative agreements, the Secretary of the Interior and the

1 Secretary of Agriculture shall require the cooperating agen-  
2 cies to erect and maintain such marker.

3 ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

4 (f) The Secretary charged with the selection of the  
5 right-of-way for a national scenic trail may establish an ad-  
6 visory council for each such trail. The appropriate Secretary  
7 shall consult with any such council from time to time with  
8 respect to matters relating to the trail, including the selection  
9 of the right-of-way, the selection, erection, and maintenance  
10 of the markers along the trail route, and the administration  
11 of the trail. The members of an advisory council shall be  
12 appointed for a term not to exceed five years by the appro-  
13 priate Secretary as follows:

14 (1) A member appointed to represent each Fed-  
15 eral department or independent agency administering  
16 lands through which the trail route passes and each ap-  
17 pointee shall be the person designated by the head of  
18 such department or agency.

19 (2) A member appointed to represent each State  
20 through which the trail passes and such appointments  
21 shall be made from recommendations of the Governors  
22 of such States.

23 (3) One or more members appointed to represent  
24 private organizations that, in the opinion of the Sec-



retary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in

1 order to develop, operate, and maintain the trail; and (2)  
2 acquire lands or interests in lands by donation, purchase  
3 with donated or appropriated funds, or exchange.

4 (h) The Secretary of the Interior, in the exercise of  
5 his exchange authority, may accept title to any non-Federal  
6 property within the right-of-way, and in exchange therefor  
7 he may convey to the grantor of such property any fed-  
8 erally owned property under his jurisdiction which is located  
9 in the States through which the trail passes and which he  
10 classifies as suitable for exchange or other disposal. The  
11 values of the properties so exchanged either shall be approx-  
12 imately equal, or if they are not approximately equal the  
13 values shall be equalized by the payment of cash to the  
14 grantor or to the Secretary as the circumstances require.  
15 The Secretary of Agriculture, in the exercise of his exchange  
16 authority, may utilize authorities and procedures available  
17 to him in connection with exchanges of national forest lands.

18 (i) Where the lands included in a national scenic trail  
19 right-of-way are outside of the exterior boundaries of fed-  
20 erally administered areas, the States or local governments  
21 involved shall be encouraged (1) to enter into written  
22 cooperative agreements with landowners, private organiza-  
23 tions, and individuals in order to develop, operate, and  
24 maintain the trail; and (2) to acquire, develop, and admin-  
25 ister such lands or interests therein: *Provided*, That if the



1 State or local governments fail to enter into such agreements  
2 or to acquire such lands or interests therein within two years  
3 after the selection of the right-of-way, the Secretary charged  
4 with the selection of the right-of-way may (1) enter into  
5 such agreements with landowners, States, local governments,  
6 private organizations, and individuals; and (2) acquire pri-  
7 vate lands or interests therein by donation, purchase with  
8 donated or appropriated funds, or exchange, and may de-  
9 velop and administer such lands or interests therein: *Pro-*  
10 *vided further*, That exchanges shall be governed by the  
11 provisions of subsection (h) of this section: *And provided*  
12 *further*, That the appropriate Secretary shall utilize con-  
13 demnation proceedings without the consent of the owner to  
14 acquire private lands or interests therein pursuant to this  
15 subsection only in cases where, in his judgment, all reason-  
16 able efforts to acquire such lands or interests therein by  
17 negotiation have failed, and in such cases he shall acquire  
18 the fee title only where, in his judgment, lesser interests  
19 in land (including scenic easements) or written agreements  
20 are not adequate. Money appropriated for Federal pur-  
21 poses from the land and water conservation fund shall be  
22 available for the acquisition of property for the purposes of  
23 this section.

24 (j) The Secretary of the Interior shall develop and  
25 administer the Appalachian and Potomac Heritage Trails

1 and the Secretary of Agriculture shall develop and adminis-  
2 ter the Continental Divide and Pacific Crest Trails, except  
3 that any portion of any such trail that is within areas  
4 administered by another Federal agency shall be adminis-  
5 tered in such manner as may be agreed upon by the appro-  
6 priate Secretary and the head of that agency, or as directed  
7 by the President. The Federal agencies shall coordinate  
8 their efforts to provide uniform administration and protec-  
9 tion of the national scenic trails, and shall give encourage-  
10 ment to, and cooperate with, States, local governments,  
11 private organizations, and individuals in promoting the pur-  
12 poses of this section.

13 National scenic trails shall be administered, protected,  
14 developed, and maintained to retain their natural, scenic,  
15 and historic features; and provision may be made for camp-  
16 sites, shelters, and related public-use facilities; and other  
17 uses that will not substantially interfere with the nature  
18 and purposes of the trails may be permitted or authorized,  
19 as appropriate: *Provided*, That the use of motorized vehicles  
20 by the general public along any national scenic trail shall be  
21 prohibited, and the Appalachian Trail shall be developed  
22 and maintained primarily as a footpath to retain its primeval  
23 environment: *Provided further*, That the Federal laws and  
24 regulations applicable to Federal lands or areas included  
25 in any national scenic trail shall continue to apply to the

1 extent agreed upon by the appropriate Secretary and the  
2 head of the agency having jurisdiction over the Federal lands  
3 involved, or as directed by the President.

4     The appropriate Secretary, with the concurrence of the  
5 heads of any other Federal agencies administering lands  
6 through which a national scenic trail passes, and after con-  
7 sultation with the States, local governments, and private  
8 organizations concerned, and any advisory council estab-  
9 lished under subsection (f) of this section, may issue regula-  
10 tions, which may be revised from time to time, governing  
11 protection, management, use, development, and administra-  
12 tion of a national scenic trail. Any person who violates a  
13 regulation issued pursuant to this Act shall be guilty of a  
14 misdemeanor, and may be punished by a fine of not more  
15 than \$500, or by imprisonment not exceeding six months,  
16 or by both such fine and imprisonment.

17     (k) There are hereby authorized to be appropriated  
18 such sums as may be necessary to carry out the provisions  
19 of this section.

20 FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

21     SEC. 3. (a) The Secretary of the Interior and the  
22 Secretary of Agriculture are directed to improve, expand,  
23 and develop park, forest, and other recreation trails for  
24 hiking, horseback riding, cycling, and other related uses on  
25 lands within areas administered by them: *Provided*, That



1 the use of motorized vehicles by the general public shall  
2 be prohibited on such trails within (1) the natural and  
3 historical areas of the national park system; (2) the national  
4 wildlife refuge system; (3) the national wilderness preser-  
5 vation system; and (4) other Federal lands where trails  
6 are designated as being closed to such use by the appropriate  
7 Secretary. Such trails may be designated and suitably  
8 marked as part of the nationwide system of trails by the  
9 appropriate Secretary.

10 (b) Whenever the Secretary of the Interior makes any  
11 conveyance of land under any of the public land laws, he  
12 may reserve a right-of-way for trails to the extent he deems  
13 necessary to carry out the purposes of this Act.

14 STATE AND METROPOLITAN AREA TRAILS

15 SEC. 4. (a) The Secretary of the Interior is directed to  
16 encourage States to consider, in their comprehensive state-  
17 wide outdoor recreation plans and proposals for financial  
18 assistance for State and local projects submitted pursuant to  
19 the Land and Water Conservation Fund Act, needs and  
20 opportunities for establishing park, forest, and other recrea-  
21 tion trails on lands owned or administered by States, and  
22 recreation trails on lands in or near urban areas. He is  
23 further directed, in accordance with the authority contained  
24 in the Act of May 28, 1963 (77 Stat. 49), to encourage

1 States, political subdivisions, and private interests, including  
2 nonprofit organizations, to establish such trails.

3 (b) The Secretary of Housing and Urban Develop-  
4 ment is directed, in administering the program of compre-  
5 hensive urban planning and assistance under section 701 of  
6 the Housing Act of 1954, to encourage the planning of  
7 recreation trails in connection with the recreation and trans-  
8 portation planning for metropolitan and other urban areas.  
9 He is further directed, in administering the urban open-  
10 space program under title VII of the Housing Act of 1961,  
11 to encourage such recreation trails.

12 (c) The Secretary of Agriculture is directed, in accord-  
13 ance with authority vested in him, to encourage States and  
14 local agencies and private interests to establish such trails.

15 (d) Such trails may be designated and suitably marked  
16 as parts of the nationwide system of trails by the States, their  
17 political subdivisions, or other appropriate administering  
18 agencies with the approval of the Secretary of the Interior.

19 UTILITY RIGHTS-OF-WAY

20 SEC. 5. The Secretary of the Interior and the Secretary  
21 of Agriculture are authorized, with the cooperation of the  
22 Interstate Commerce Commission, the Federal Communica-  
23 tions Commission, the Federal Power Commission, and other  
24 Federal agencies having jurisdiction, control over, or informa-

1 tion concerning the use, abandonment, or disposition of  
2 rights-of-way and similar properties that may be suitable  
3 for trail route purposes, to develop effective procedures to  
4 assure that, wherever practicable, utility rights-of-way or  
5 similar properties having value for trail route purposes may  
6 be made available for such use.

**A BILL**

To establish a nationwide system of trails, and  
for other purposes.

By Mr. JACKSON and Mr. NELSON

FEBRUARY 3, 1967

Read twice and referred to the Committee on Interior  
and Insular Affairs



on Finance and the Senate Committee on Labor and Public Welfare.

When the New Senate Office Building was being occupied for the first time in 1959, the Committee on Rules and Administration determined that each standing committee of the Senate should be entitled to a minimum of one hearing room and five adjacent offices.

At the present time there is not a single unassigned or unoccupied room on the Senate side of the Capitol Building or in either of the two Senate Office Buildings. Provision of space to accommodate Senators and Senate activities has long since passed the critical stage.

At present, two subcommittees of the Senate with large staffs are housed together in one room. Another subcommittee is accommodated in an old windowless storeroom on the fourth floor of the Old Senate Office Building. One or two recent subcommittees have no space. The Select Committee on Standards and Conduct has one windowless room on the second floor, a very tiny room on the first floor of the Old Senate Office Building, and one small temporary room on the third floor of the same building.

The space allocated in the basement of the Old Senate Office Building for the automatic typewriters of 50 Senators now accommodates 81 Senators, and 6 more Senators have applied for admittance. A day does not pass but that the Committee on Rules and Administration receives requests from Senators, Senate committees, and Senate activities for additional working space which simply does not exist.

If a Standing Committee on Veterans' Affairs were to be created, appropriate space would have to be provided for it, but how or where is unknown.

#### CAPITOL GUIDES

Title IV, part 1, section 406(b) at page 86, vests the Joint Committee on Congressional Operations with authority over the Capitol Guide Service. This function is now under the Capitol Police Board.

If this service requires change or reform, it can be accomplished by existing committees of the House and Senate. It is difficult to envision improvement by merely transferring the service to a new joint committee.

#### CAPITOL POLICE

Section 422, at page 90, would authorize the Capitol Police Board to formulate a plan for converting the Capitol Police force to a professional force and give consideration to the feasibility of having that force become a division of the Metropolitan Police force of the District of Columbia.

This section also provides for the replacement of Capitol Police officers with persons recruited through the Metropolitan Police force as vacancies occur. In addition, the Metropolitan Police Chief would be required to assist the Capitol Police Board, and the Board itself would report to the Congress at the earliest practicable date together with recommendations for legislation.

The Metropolitan Police Department has been most cooperative in assisting the Capitol Police to the extent its re-

sources permit. The Metropolitan Police at the present time have over 300 vacancies and a very grave recruitment problem.

The Capitol Police force has as its primary mission the security of the Capitol buildings and grounds and rendering assistance to the thousands of citizens who visit the Capitol, and their duties can be readily distinguished from the overall law enforcement requirements of a city police department.

The President of the District of Columbia Board of Commissioners informed the Vice President and the Speaker of the House, in a letter dated April 15, 1966, that:

The Police Department is experiencing a great deal of difficulty in recruiting men to fill present vacancies which number two hundred and four \* \* \* in 1965, 279 men were appointed and 277 separated for a net gain of 2 men for that entire year; in 1966 to date, the situation has not improved, 73 have been appointed and 88 separated for a loss of 15 men.

This letter was written in response to a request by the Capitol Police Board for a 10-man detail from the Metropolitan Police to assist the Capitol Police during the late closing hours inaugurated at the Capitol Building during the summer months in 1966. In other words, an additional 10-man detail was considered as an undue drain on the undermanned Metropolitan Police force.

Officials of the Capitol Police now participate in the Metropolitan Police Academy training program on a continuing basis. This is a 4-week program of intense study in all phases of police work.

The Metropolitan Police Department has been most cooperative in assisting the Capitol Police to the extent its resources permit. They currently provide the Capitol, on a reimbursable basis, with a plainclothes detail for security of the House and Senate, a 10-man night foot patrol for the grounds, and five canine teams. However, it would seem that there is little hope in the foreseeable future for a program which envisions the Capitol Police as a division of the Metropolitan Police. As I have stated, the Metropolitan Police is unable to recruit sufficient officers to meet its own needs. It has at this time over 300 vacancies. Moreover, the Capitol Police force has, as its primary mission, the security of buildings and grounds and rendering assistance to the thousands of citizens who visit our Capitol each year, rather than the overall law enforcement requirements of a city police department.

It would seem that the program established in 1966, which provides for a hard core of experienced career policemen within the force, contains the best answer to the problems confronting the Capitol Police Board. This program should be expanded to provide an even larger number of such officers in the future. It has been demonstrated that such men can be recruited and trained to meet the needs of the force. The infusion of experienced officers has upgraded the effectiveness of the entire Department.

In present circumstances, the cooperative plan worked out with the assistance of the Senate Committee on Appropria-

tions between the Capitol Police Board and the Metropolitan Police Department for training and assistance is the most effective arrangement for all concerned.

#### SENATE AND HOUSE PAGES

Title IV, part 2, section 423, at page 91, would replace the present page system in the House and Senate with men of college age. At present, these positions are filled by boys in high school.

Nature of duties indicates that young boys in high school are better suited. Their tasks are primarily those of messengers or errand boys. College men could not operate in tight quarters around Senate desks and seats with the same efficiency and agility as high school boys. Dignity and decorum of the Senate would not be enhanced by having grown men sit on the rostrum and mill around the Chamber. Hours of Senate business would not provide college boys with an opportunity to attend their classes. If the proposal is based on need for outside supervision of present page force, a better answer would be the establishment of a dormitory with full-time adult supervision.

#### RESOLUTION OF RHODE ISLAND GENERAL ASSEMBLY

Mr. PASTORE. Mr. President, I send to the desk, for appropriate reference, the resolution passed by the General Assembly of the State of Rhode Island and approved by the Governor on January 27, 1967, memorializing the Congress of the United States to enact legislation authorizing the establishment of a national cemetery in the State of Rhode Island.

The resolution was received and referred to the Committee on Interior and Insular Affairs, as follows:

#### H. 1157

Resolution memorializing the Congress of the United States to enact legislation authorizing the establishment of a national cemetery in the State of Rhode Island

Whereas, at present there is no national cemetery in the state of Rhode Island; and Whereas, Rhode Island although small in area is a densely populated state; and

Whereas, many military personnel from Rhode Island give their lives in their country's service; and

Whereas, there are many appropriate parcels of land in Rhode Island which can be selected as the site of a national cemetery: Now therefore be it

Resolved, That the general assembly does hereby memorialize the Congress of the United States to enact legislation authorizing the establishment of a national cemetery in the state of Rhode Island; and be it further

Resolved, That the Secretary of State be and he hereby is authorized and directed to transmit duly certified copies of this resolution to the Senators and Representatives from Rhode Island in the Congress of the United States in the hope that they will exert every effort to have a national cemetery established in Rhode Island.

Attest:

AUGUST P. LA FRANCE,  
Secretary of State.

#### REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. HILL, from the Committee on Labor and Public Welfare, with amendments:



S. Res. 74. Resolution to provide additional professional and clerical staff for the Committee on Labor and Public Welfare; referred to the Committee on Rules and Administration.

#### CONSTRUCTION AND OPERATION OF A LARGE PROTOTYPE DESALTING PLANT—REPORT OF A COMMITTEE (S. REPT. NO. 49)

Mr. KUCHEL. Mr. President, I submit for printing the report on S. 270, a bill, which others have joined with me in introducing, which provides for the construction and operation of a desalting plant off the shores of California, which was approved in committee unanimously.

The PRESIDING OFFICER (Mr. SPONG in the chair). The report will be received and printed, and the bill will be placed on the calendar.

The bill (S. 270) to provide for the participation of the Department of the Interior in the construction and operation of a large prototype desalting plant, and for other purposes, was placed on the calendar.

#### AUTHORIZATION FOR COMMITTEE ON LABOR AND PUBLIC WELFARE TO MAKE A STUDY OF MATTERS PERTAINING TO POVERTY—REPORT OF A COMMITTEE—ADDITIONAL COSPONSORS

Mr. CLARK. Mr. President, from the Committee on Labor and Public Welfare, I report favorably, with amendments, the resolution (S. Res. 17) authorizing the Committee on Labor and Public Welfare to make a complete study of all matters pertaining to poverty. I ask that the resolution be referred to the Committee on Rules and Administration.

I ask unanimous consent that at its next printing the names of Senators MORSE, YARBOROUGH, RANDOLPH, PELL, KENNEDY of Massachusetts, NELSON, KENNEDY of New York, and MURPHY be added as cosponsors of the resolution.

The PRESIDING OFFICER. Without objection, it is so ordered; and, under the rule, the resolution will be referred to the Committee on Rules and Administration.

#### BILLS AND JOINT RESOLUTIONS INTRODUCED

Bills and joint resolutions were introduced, read the first time and, by unanimous consent, the second time, and referred as follows:

By Mr. BYRD of West Virginia:

S. 825. A bill for the relief of Dr. Jacques Charbonniz; to the Committee on the Judiciary.

By Mr. PEARSON:

S. 826. A bill to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments; to the Committee on Government Operations.

(See the remarks of Mr. PEARSON when he introduced the above bill, which appear under a separate heading.)

By Mr. JACKSON (for himself and Mr. NELSON):

S. 827. A bill to establish a Nationwide System of Trails, and for other purposes; to

the Committee on Interior and Insular Affairs.

(See the remarks of Mr. JACKSON when he introduced the above bill, which appear under a separate heading.)

By Mr. CLARK (for himself and Mr. SCOTT):

S. 828. A bill to amend section 5(b) of the act of March 18, 1966 (Public Law 89-372), so as to make the prohibition contained therein on the filling of certain vacancies in the office of district judge for the eastern district of Pennsylvania inapplicable to the first vacancy occurring after the enactment of such act; to the Committee on the Judiciary.

(See the remarks of Mr. CLARK when he introduced the above bill, which appear under a separate heading.)

By Mr. CLARK (for himself, Mr. McGEE, and Mr. METCALF):

S. 829. A bill to amend title II of the Social Security Act to eliminate the reduction in disability insurance benefits which is presently required in the case of an individual receiving workmen's compensation benefits; to the Committee on Finance.

(See the remarks of Mr. CLARK when he introduced the above bill, which appear under a separate heading.)

(The above bill was ordered to lie on the desk for 1 week for additional cosponsors.)

By Mr. YARBOROUGH (for himself, Mr. RANDOLPH, Mr. CLARK, Mr. SMATHERS, Mr. MORSE, and Mr. WILLIAMS of New Jersey):

S. 830. A bill to prohibit age discrimination in employment; to the Committee on Labor and Public Welfare.

(See the remarks of Mr. YARBOROUGH when he introduced the above bill, which appear under a separate heading.)

(The above bill was ordered to be held at the desk until February 9, 1967 for additional cosponsors.)

By Mr. FONG:

S. 831. A bill authorizing the use of additional funds to defray certain increased costs associated with the construction of the small-boat harbor at Manele Bay, Lanai, Hawaii; to the Committee on Public Works.

By Mr. MANSFIELD (for himself and Mr. DISEN):

S.J. Res. 27. Joint resolution establishing the Commission on Art and Antiquities of the Capitol and for other purposes; to the Committee on Rules and Administration.

(See the remarks of Mr. MANSFIELD when he introduced the above joint resolution, which appear under a separate heading.)

By Mr. McCLELLAN:

S.J. Res. 28. Joint resolution authorizing the president to proclaim the fourth week in April in every year as National Coin Week; to the Committee on the Judiciary.

#### EXTENSION FOR 2 YEARS THE PERIOD FOR PAYMENTS IN LIEU OF TAXES

Mr. PEARSON. Mr. President, I introduce, for appropriate reference, a bill which would extend for a further period of 2 years the authority to make payments in lieu of taxes under Public Law 388 of the 84th Congress. That law provides that where real property was transferred on or after 1946 from the Reconstruction Finance Corporation to any Government department and title thereto has been held continuously since such transfer, the Government department having custody and control of authorities an amount equal to the real property tax which would be payable if the property were in the hands of a private citizen.

Under the Constitution, property owned by a Federal department or agency

cannot be taxed by the States. But the Federal Government may provide a substitute for the tax where the Congress deems it desirable. In this instance, the properties affected were at one time under the control of the Reconstruction Finance Corporation and then on the tax rolls of the communities in which they were located. They are, for the most part, manufacturing and commercial type properties which require police and fire protection and the numerous other costly services that local communities must provide.

The Department of Defense owns 29 properties which this bill would affect and one such property is located in Sedgwick County, Kans. According to a report from the House last year the cost of this bill would amount to some \$3 million. The bill was introduced last year and received favorable approval from the Bureau of the Budget, Department of the Army and General Services Administration.

This bill is of vital importance to communities where affected properties are located, and I sincerely request that full consideration be given to this bill by the Senate.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 826) to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments, introduced by Mr. PEARSON, was received, read twice by its title, and referred to the Committee on Government Operations.

#### NATIONWIDE SYSTEM OF TRAILS

Mr. JACKSON. Mr. President, I introduce, on behalf of the Senator from Wisconsin [Mr. NELSON] and myself, a bill to establish a nationwide system of trails.

This proposed legislation has been submitted to the Congress by the Secretary of the Interior and its enactment recommended by the President in his recent message on preservation of our natural heritage. This bill would encourage cooperation between Federal, State, and local government agencies and private interests concerned in meeting the objective of providing additional recreational and scenic resources for our citizens. The bill is based upon a joint study by the Secretary of the Interior and the Secretary of Agriculture in cooperation with other public and private organizations. There are four general classes of trails to serve the needs of the American people:

First, national scenic trails; second, Federal park, forest, and other recreation trails; third, State park, forest, and other recreation trails; fourth, metropolitan area trails.

As initial units of the nationwide system, the bill designates four trails to be classified as national scenic trails. These are: the Appalachian Trail, the Continental Divide Trail, the Pacific Crest Trail, and the Potomac Heritage Trail. All of these are within reach of major population centers of the Nation.



I want to assure the President, the Secretary of the Interior, and others who are interested in conservation and development of our national recreational resources that my committee will schedule very thorough consideration of this measure and all those who wish to express their views will have ample opportunity to do so.

I ask unanimous consent that the letter accompanying the legislation submitted by the Department of the Interior to the President of the Senate be printed at this point in my remarks to further explain in more detail the scope of the proposed legislation.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the letter will be printed in the RECORD.

The bill (S. 827) to establish a nationwide system of trails, and for other purposes, introduced by Mr. JACKSON (for himself and Mr. NELSON), was received, read twice by its title, and referred to the Committee on Interior and Insular Affairs.

The letter presented by Mr. JACKSON is as follows:

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., February 1, 1967.

Hon. HUBERT H. HUMPHREY,  
President of the Senate,  
Washington, D.C.

DEAR MR. PRESIDENT: The President in his February 23, 1966, message on preserving our natural heritage, said "I am submitting legislation to foster the development by Federal, State, and local agencies of a nationwide system of trails and give special emphasis to the location of trails near metropolitan areas." Such legislation was submitted in the 2d session of the 89th Congress, and is resubmitted in the enclosed draft bill in a slightly modified form.

A nationwide system of trails will open to all the opportunity to develop an intimacy with the wealth and splendor of America's outdoor world for a few hours at a time, or on one-day jaunts, overnight treks, or expeditions lasting a week or more. A system of trails carved through areas both near to, and far from, man and his works will provide many varied and memorable experiences for all who utilize the trails.

The enclosed draft bill is based upon a joint study by the Secretary of the Interior and the Secretary of Agriculture in cooperation with other public and private interests. The bill provides for the establishment of a Nationwide System of Trails composed of the following four general classes of trails to serve the needs of the American people:

**National Scenic Trails**—A relatively small number of lengthy trails which have natural, scenic, or historic qualities that give them recreation use potential of national significance. Such trails will be several hundred miles long, may have overnight shelters at appropriate intervals, and may interconnect with other major trails to permit the enjoyment of such activities as hiking or horseback riding. The enclosed bill designates certain trails as national scenic trails for inclusion in the Nationwide System, and provides that other trails may be so designated by subsequent legislation. The bill provides that money appropriated for Federal purposes from the Land and Water Conservation Fund shall be available to Federal agencies to acquire property for the national scenic trails. By the terms of the Land and Water Conservation Fund Act of 1965, money appropriated from the fund for State purposes would be available to States and their political subdivisions for land acquisition and development for trail purposes. The de-

velopment of national scenic trails by Federal agencies would be financed by appropriations from the general fund of the Treasury.

**Federal Park, Forest, and Other Recreation Trails**—There will be an improvement and expansion of existing trails and the development of additional trails within areas administered by the Secretaries of the Interior and Agriculture in order to enable the public to make use of the distinctive natural, scenic, and historic resources of the areas administered by the two Secretaries. Among such areas are the national parks, national forests, national wildlife refuges, Indian Reservations, and public domain lands. However, appropriate arrangements would need to be made with the Indian Tribes and individual Indians involved for rights-of-way or easements across Indian lands. No new legislation is required to authorize the construction of this class of trails. The two Secretaries will request funds for the trails as part of their regular requests for appropriations as they have in the past. The enclosed bill authorizes each Secretary to designate and mark the trails of this class under his administrative jurisdiction as part of the Nationwide System of Trails.

**State Park, Forest, and Other Recreation Trails**—An expansion of trails on lands owned or administered by the States will be encouraged. Only a few States now have major trail development programs underway or planned. Almost half of the States report that they have less than 100 miles of such trails. The enclosed bill directs the Secretary of the Interior to encourage the States to consider needs and opportunities for such trails in the comprehensive statewide outdoor recreation plans and project proposals submitted to the Secretary under the Land and Water Conservation Fund Act of 1965 (78 Stat. 897). Upon the approval by the Secretary of the Interior of trail projects proposed by the States for financial assistance under the Fund Act, funds would be available for the acquisition and development of the trails from the monies allocated to the States out of the Fund. The bill also directs the Secretary of the Interior, under the authority of the Act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under authority vested in him, to encourage the establishment of such trails. The States may designate and mark this class of trails as part of the Nationwide System with the approval of the Secretary of the Interior.

**Metropolitan Area Trails**—To serve people near their homes, local governments will be encouraged to develop trails designed primarily for day use in and near urban areas. These trails will satisfy the needs of large numbers of people for limited hiking and riding experiences. Whenever possible, the trails will lead directly from urban residential areas. Where appropriate, river and canal banks, utility rights-of-way, abandoned railroad or streetcar beds, and even city streets and sidewalks will be utilized. The enclosed bill directs the Secretary of the Interior to encourage the establishment of metropolitan area trails under the existing authority and procedures of the Land and Water Conservation Fund Act. It also directs the Secretary of Housing and Urban Development to encourage the planning and provision of trails in metropolitan and other urban areas through the existing urban planning assistance program and the urban open-space land program. In addition, the bill directs the Secretary of the Interior, under the authority of the Act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under the authority vested in him, to encourage States, political subdivisions and private interests, including nonprofit organizations, to establish metropolitan area trails. This class of trails may be designated and marked as part of the System by the States or other administering agencies with the approval of the Secretary of the Interior.

As initial units of the Nationwide System of Trails, the enclosed bill designates four

trails located within easy reach of major population centers as national scenic trails:

1. The Appalachian Trail, extending 2000 miles along the Appalachian Mountains from Maine to Georgia.

2. Continental Divide Trail, extending 3100 miles along the Continental Divide from near the Mexican border to the Canadian border.

3. Pacific Crest Trail, extending 2350 miles along the mountain ranges of the West Coast States from the Mexican border to the Canadian border.

4. Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia.

The Secretary of the Interior is authorized to select a right-of-way for, and to provide appropriate marking of, the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture is authorized to do likewise for the Continental Divide and Pacific Crest Trails. The rights-of-way for the trails will be of sufficient width to protect natural, scenic, and historic features along the trails and to provide needed public use facilities. The rights-of-way will be located to avoid established uses that are incompatible with the protection of a trail in its natural condition and its use for outdoor recreation. The location, relocation, and marking of the national scenic trails will be coordinated with the various Federal agencies, States, local governments, private organizations, and individuals concerned. Notice of the selection of the trail rights-of-way, and changes therein will be published in the *Federal Register*.

The Secretary charged with the selection of the right-of-way for the four national scenic trails is authorized to establish an advisory council for each trail. The council will advise and assist in the selection of the right-of-way, and the marking and administration of the trail. The advisory council will include representatives of the Federal agencies that administer lands through which the trail passes, of the States involved, and of private organizations having an established and recognized interest in the trail.

The enclosed bill requires the advisory council for the Appalachian Trail to include a sufficient number of members of the Appalachian Trail Conference to represent the various sections of the country through which the trail passes. This provision of the bill recognizes the long history of responsible service of the Appalachian Trail Conference and its more than 40 member clubs which now maintain much of the 2000-mile length of the trail.

The bill authorizes the heads of Federal agencies, within the exterior boundaries of federally administered areas that are included in the right-of-way selected for a national scenic trail (1) to enter into written cooperative agreements with private landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

With respect to the lands within a national scenic trail right-of-way that are outside of the exterior boundaries of federally administered areas, the bill encourages States and local governments (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer these lands or interests therein. If, however, the States or local governments are unable or unwilling to enter into such agreements or to acquire such lands to protect the established route of the trail within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way is authorized to undertake such agreements with the above parties and State and local governments, and to acquire, develop, and administer the privately owned lands or interests therein. The appropriate Secretary may not, however, acquire the pri-



vately owned lands and interests therein by eminent domain without the consent of the owner unless he has made all reasonable efforts to acquire such property by negotiation. And in exercising the power of eminent domain in such cases, he may not acquire the fee title unless he determines the acquisition of lesser interests or written agreements is inadequate.

The Secretary of the Interior will administer the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture will administer the Continental Divide and Pacific Crest Trails. When any portion of one of the above trails is within an area administered by another Federal agency, however, such portion will be administered as the appropriate Secretary and the head of that agency determine, or as directed by the President.

The use of motor vehicles by the general public along national scenic trails will be prohibited. This will not, however, prevent motor vehicles from crossing the trails where necessary, or the use of motor vehicles along the trails for rescue, fire fighting, or other emergency purposes. Similarly, it is recognized that additional highways, utility lines, and other vital public facilities may unavoidably be routed across the trails.

The Appalachian Trail Conference will be

encouraged to continue its role as the principal guardian of the Appalachian Trail. For over 40 years, thousands of volunteer members of the Appalachian Trail Conference have teamed together to establish and maintain the trail. Their work on the trail has been as important an outdoor recreation activity to them as the enjoyment of hiking and camping along the trail. The enclosed bill will insure that the Appalachian Trail will continue to provide both a source of hiking pleasure to Trail Conference members and the general public and an opportunity for volunteer work to help maintain the trail.

We estimate the land acquisition cost for the four national scenic trails at approximately \$9,985,000 and the development costs for the first five years at approximately \$20,000,000. Annual operation and maintenance costs for the four trails are expected to be about \$1,177,000 after the fifth year.

The \$9,985,000 land acquisition cost figure would provide for the acquisition of lands or interests therein along those portions of the trails not now in public ownership. This assumes acquisition in fee of an average of 25 acres per mile, as well as the acquisition of scenic easements, as needed, to protect trail values on adjoining lands. The 25-acre per mile acquisition in fee would permit a right-of-way averaging about 200 feet in width.

We hope, however, that satisfactory written cooperative agreements can be negotiated which will materially reduce the need for land acquisition, and thus the estimated cost.

In keeping with the bill's objective of encouraging cooperation between the Federal agencies, States, local governments, and private interests concerned, we anticipate that non-Federal interests will participate actively in the acquisition, development, operation, and maintenance of the Appalachian Trail. To the extent of such participation, the need for Federal funds also will be reduced.

The man-years and cost data statement (based on current assumptions and estimates) required by the Act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures of appropriated funds exceed \$1 million, is enclosed.

This proposed legislation has been prepared in collaboration with the Secretary of Agriculture and has his approval.

The Bureau of the Budget has advised that the presentation of this proposed legislation would be in accord with the program of the President.

Sincerely yours,

CHARLES F. LUCE,  
Acting Secretary of the Interior.

*Estimated expenditures for the 1st 5 years of proposed new or expanded programs*

APPALACHIAN TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Operation and maintenance.....	\$115,000	\$250,000	\$250,000	\$250,000	\$250,000
Capital investment.....	200,000	200,000	200,000	200,000	200,000
Land acquisition.....	500,000	2,000,000	1,000,000	750,000	415,000
Total.....	815,000	2,450,000	1,450,000	1,200,000	865,000

PACIFIC CREST TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Operation and maintenance.....	\$327,000	\$327,000	\$327,000	\$327,000	\$327,000
Capital investment.....	1,330,000	1,330,000	1,330,000	1,330,000	1,330,000
Land acquisition.....	120,000	255,000	470,000	255,000	120,000
Total.....	1,777,000	1,912,000	2,127,000	1,912,000	1,777,000

POTOMAC HERITAGE TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Operation and maintenance.....	\$90,000	\$200,000	\$200,000	\$200,000	\$200,000
Capital investment.....	263,200	263,200	263,200	263,200	263,200
Land acquisition.....	150,000	350,000	560,000	350,000	150,000
Total.....	503,200	813,200	1,023,200	813,200	613,200

CONTINENTAL DIVIDE TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Operation and maintenance.....	\$400,000	\$400,000	\$400,000	\$400,000	\$400,000
Capital investment.....	2,200,000	2,200,000	2,200,000	2,200,000	2,200,000
Land acquisition.....	254,000	535,000	962,000	535,000	254,000
Total.....	2,854,000	3,135,000	3,562,000	3,135,000	2,854,000
Grand total.....	5,949,200	8,310,200	8,162,200	7,060,200	6,109,200

*Estimated additional man-years of civilian employment for 1st 5 years of proposed new or expanded programs*

APPALACHIAN TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Supervisors.....	1	2	2	2	2
Laborers.....	9	18	18	18	18
Total.....	10	20	20	20	20

PACIFIC CREST TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Supervisors.....	6	6	6	6	6
Laborers.....	18	18	18	18	18
Total.....	24	24	24	24	24

POTOMAC HERITAGE TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Supervisors.....	1	2	2	2	2
Laborers.....	7	13	13	13	13
Total.....	8	15	15	15	15

CONTINENTAL DIVIDE TRAIL

	19CY	19CY+1	19CY+2	19CY+3	19CY+4
Supervisors.....	8	8	8	8	8
Laborers.....	24	24	24	24	24
Total.....	32	32	32	32	32
Grand total.....	74	91	91	91	91

THE AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967

Mr. YARBOROUGH. Mr. President, I introduce, for Senator CLARK, Senator MORSE, Senator RANDOLPH, Senator SMATHERS, Senator WILLIAMS of New Jersey, and myself the Age Discrimination in Employment Act of 1967.

As the President stated in his message on older Americans:

America is a young nation. But each year a larger proportion of our population joins the ranks of the senior citizens.

And each year more and more senior citizens are finding it difficult to obtain jobs. In our country today there are thousands of people not yet old—not yet voluntarily retired—but finding themselves jobless because of arbitrary age discrimination.

In fact, there has been a persistent average of 850,000 people age 45 and over who are unemployed, despite our present low overall rate of unemployment.

This is a serious and senseless loss to

the Nation as a whole. The greater loss is to the citizens themselves—and their families.

The legislation I am introducing today is the President's recommendation to Congress for action to enable our Government to fulfill its responsibility to these citizens—and their families.

Congress has sought to improve the quality of our educational system, to stimulate economic growth, to guarantee all citizens their full constitutional rights.





# H. R. 4865

## FEBRUARY 6, 1967

# A BILL

1       *Be it enacted by the Senate and House of Representa-*  
2   *tives of the United States of America in Congress assembled,*

SECTION 1. (a) The Congress finds that in order to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote public access to, travel within, and enjoyment of, the national and State parks, forests, recreation areas, historic sites, and other areas, existing trails should be improved and maintained and additional trails should be established both in the remaining



1 highly scenic and unspoiled areas and in the metropolitan  
2 areas of the Nation.

3                                   NATIONWIDE SYSTEM OF TRAILS

4           (b) To carry out the policy set forth in subsection  
5 (a) of this section, there is hereby established a nation-  
6 wide system of trails composed of (1) trails designated as  
7 "national scenic trails" in this Act or subsequent Acts of  
8 Congress; (2) park, forest, and other recreation trails on  
9 lands within areas administered by the Secretary of the  
10 Interior or the Secretary of Agriculture when designated  
11 by the appropriate Secretary; (3) park, forest, and other  
12 recreation trails on lands administered by the States when  
13 designated by the States and approved by the Secretary of  
14 the Interior; and (4) recreation trails on lands in and near  
15 metropolitan areas when designated by the administering  
16 agency and approved by the Secretary of the Interior. The  
17 Secretary of the Interior and the Secretary of Agriculture,  
18 in consultation with the appropriate Federal agencies,  
19 States, local governments, private organizations, and ad-  
20 visory councils, shall select a uniform marker for the na-  
21 tionwide system of trails, and shall provide for the place-  
22 ment upon the uniform marker of a distinctive symbol for  
23 each national scenic trail.

## 1            DEFINITION OF NATIONAL SCENIC TRAILS

2        SEC. 2. (a) A national scenic trail eligible to be in-  
3        cluded in the system is an extended trail which has natural,  
4        scenic, or historic qualities that give the trail recreation use  
5        potential of national significance.

6        (b) The following trails are hereby designated as  
7        national scenic trails:

8        (1) The Appalachian Trail, a trail of some two thou-  
9        sand miles, extending generally along the Appalachian  
10        Mountains from Mount Katahdin, Maine, to Springer Moun-  
11        tain, Georgia.

12        (2) Continental Divide Trail, a three-thousand-one-  
13        hundred-mile trail extending from near the Mexican border  
14        in southwestern New Mexico northward generally along the  
15        Continental Divide to the Canadian border in Glacier Na-  
16        tional Park.

17        (3) Pacific Crest Trail, a two-thousand-three-hundred-  
18        and-fifty-mile trail extending from the Mexican-California  
19        border northward generally along the mountain ranges of the  
20        west coast States to the Canadian-Washington border near  
21        Lake Ross.

22        (4) Potomac Heritage Trail, an eight-hundred-and-  
23        twenty-five-mile trail extending generally from the mouth

1 of the Potomac River to its sources in Pennsylvania and  
2 West Virginia, including the one-hundred-and-seventy-mile  
3 Chesapeake and Ohio Canal towpath.

4 FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL  
5 NATIONAL SCENIC TRAILS

6 (c) The Secretary of the Interior, and the Secretary of  
7 Agriculture where lands administered by him are involved,  
8 shall make studies of the feasibility and desirability (includ-  
9 ing costs and benefits) of designating other trails as national  
10 scenic trails. Such studies shall be made in consultation  
11 with the heads of other Federal agencies administering lands  
12 through which the trails would pass and in cooperation with  
13 interested interstate, State, local governmental, and private  
14 agencies and organizations concerned. The two Secretaries  
15 shall submit the studies to the President, together with their  
16 recommendations resulting therefrom for the inclusion of  
17 any or all such trails in the system, and the President shall  
18 submit to the Congress such recommendations, including  
19 legislation, as he deems appropriate. The studies may include,  
20 among others, all or appropriate portions of—

21 (1) Chisholm Trail, from San Antonio, Texas, ap-  
22 proximately seven hundred miles north through Okla-  
23 homa to Abilene, Kansas.

24 (2) Lewis and Clark Trail, from Saint Louis, Mis-  
25 souri, approximately four thousand six hundred miles to



the Pacific Ocean in Oregon, following both the out-bound and inbound routes of the Lewis and Clark Expedition.

(3) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(4) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(5) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(6) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(7) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(8) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of the Interior shall select the right-of-way for trails designated as national scenic trails by sub-

1 section (b) of this section, paragraphs (1) and (4), and  
2 the Secretary of Agriculture shall select the rights-of-way for  
3 the trails designated by paragraphs (2) and (3). Such  
4 rights-of-way shall be (1) of sufficient width and so located  
5 to provide the maximum retention of natural conditions,  
6 scenic and historic features, and primitive character of the  
7 trail area, to provide campsites, shelters, and related public-  
8 use facilities, and to provide reasonable public access; and  
9 (2) located to avoid, insofar as practicable, established high-  
10 ways, motor roads, mining areas, power transmission lines,  
11 existing commercial and industrial developments, range  
12 fences and improvements, private operations, and any other  
13 activities that would be incompatible with the protection of  
14 the trail in its natural condition and its use for outdoor  
15 recreation. Where practicable, the right-of-way for the  
16 Appalachian Trail shall include lands protected for it under  
17 agreements in effect on January 1, 1966, to which Federal  
18 agencies and States were parties. The location and width  
19 of a national scenic trail right-of-way across Federal lands  
20 under the jurisdiction of another Federal agency shall be by  
21 agreement between the head of that agency and the appro-  
22 priate Secretary. In selecting a right-of-way, the appropri-  
23 ate Secretary shall obtain the advice and assistance of the  
24 States, local governments, private organizations, landowners,  
25 and land users concerned, and the advisory council estab-

lished under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If, in his judgment, changes in the right-of-way become desirable, he shall make the changes in the same manner.

#### MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

(e) The Secretary of the Interior and the Secretary of Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned, and the advisory councils, shall erect and maintain the uniform marker for the nationwide system of trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered under cooperative agreements, the Secretary of the Interior and the



1 Secretary of Agriculture shall require the cooperating agen-  
2 cies to erect and maintain such marker.

3 ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

4 (f) The Secretary charged with the selection of the  
5 right-of-way for a national scenic trail may establish an ad-  
6 visory council for each such trail. The appropriate Secretary  
7 shall consult with any such council from time to time with  
8 respect to matters relating to the trail, including the selec-  
9 tion of the right-of-way, the selection, erection, and main-  
10 tenance of the markers along the trail route, and the admin-  
11 istration of the trail. The members of an advisory council  
12 shall be appointed for a term not to exceed five years by the  
13 appropriate Secretary as follows:

14 (1) A member appointed to represent each Federal  
15 department or independent agency administering lands  
16 through which the trail route passes and each appointee  
17 shall be the person designated by the head of such de-  
18 partment or agency;

19 (2) A member appointed to represent each State  
20 through which the trail passes and such appointments  
21 shall be made from recommendations of the Governors  
22 of such States; and

23 (3) One or more members appointed to represent  
24 private organizations that, in the opinion of the Secre-

tary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in

1 order to develop, operate, and maintain the trail; and (2)  
2 acquire lands or interests in lands by donation, purchase  
3 with donated or appropriated funds, or exchange.

4 (h) The Secretary of the Interior, in the exercise of  
5 his exchange authority, may accept title to any non-Federal  
6 property within the right-of-way, and in exchange therefor  
7 he may convey to the grantor of such property any federally  
8 owned property under his jurisdiction which is located in  
9 the States through which the trail passes and which he  
10 classifies as suitable for exchange or other disposal. The  
11 values of the properties so exchanged either shall be approx-  
12 imately equal, or if they are not approximately equal the  
13 values shall be equalized by the payment of cash to the  
14 grantor or to the Secretary as the circumstances require.  
15 The Secretary of Agriculture, in the exercise of his exchange  
16 authority, may utilize authorities and procedures available  
17 to him in connection with exchanges of national forest lands.

18 (i) Where the lands included in a national scenic trail  
19 right-of-way are outside of the exterior boundaries of federally  
20 administered areas, the States or local governments involved  
21 shall be encouraged (1) to enter into written cooperative  
22 agreements with landowners, private organizations, and indi-  
23 viduals in order to develop, operate, and maintain the trail;  
24 and (2) to acquire, develop, and administer such lands or  
25 interests therein: *Provided*, That if the State or local gov-



ernments fail to enter into such agreements or to acquire such lands or interests therein within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals; and (2) acquire private lands or interests therein by donation, purchase with donated or appropriated funds, or exchange, and may develop and administer such lands or interests therein: *Provided further*, That exchanges shall be governed by the provisions of subsection (h) of this section: *And provided further*, That the appropriate Secretary shall utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this subsection only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire the fee title only where, in his judgment, lesser interests in land (including scenic easements) or written agreements are not adequate. Money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the purposes of this section.

(j) The Secretary of the Interior shall develop and administer the Appalachian and Potomac Heritage Trails and the Secretary of Agriculture shall develop and admin-



1 ister the Continental Divide and Pacific Crest Trails, except  
2 that any portion of any such trail that is within areas ad-  
3 ministered by another Federal agency shall be administered  
4 in such manner as may be agreed upon by the appropriate  
5 Secretary and the head of that agency, or as directed by the  
6 President. The Federal agencies shall coordinate their  
7 efforts to provide uniform administration and protection of  
8 the national scenic trails, and shall give encouragement to,  
9 and cooperate with, States, local governments, private or-  
10 ganizations, and individuals in promoting the purposes of  
11 this section.

12 National scenic trails shall be administered, protected,  
13 developed, and maintained to retain their natural, scenic,  
14 and historic features; and provision may be made for camp-  
15 sites, shelters, and related public-use facilities; and other  
16 uses that will not substantially interfere with the nature  
17 and purposes of the trails may be permitted or authorized,  
18 as appropriate: *Provided*, That the use of motorized ve-  
19 hicles by the general public along any national scenic trail  
20 shall be prohibited, and the Appalachian Trail shall be  
21 developed and maintained primarily as a foot path to retain  
22 its primeval environment: *Provided further*, That the Fed-  
23 eral laws and regulations applicable to Federal lands or  
24 areas included in any national scenic trail shall continue to  
25 apply to the extent agreed upon by the appropriate Secre-

1 tary and the head of the agency having jurisdiction over the  
2 Federal lands involved, or as directed by the President.

3 The appropriate Secretary, with the concurrence of the  
4 heads of any other Federal agencies administering lands  
5 through which a national scenic trail passes, and after con-  
6 sultation with the States, local governments, and organiza-  
7 tions concerned, and any advisory council established under  
8 subsection (f) of this section, may issue regulations, which  
9 may be revised from time to time, governing protection,  
10 management, use, development, and administration of a  
11 national scenic trail. Any person who violates a regulation  
12 issued pursuant to this Act shall be guilty of a misdemeanor,  
13 and may be punished by a fine of not more than \$500, or  
14 by imprisonment not exceeding six months, or by both such  
15 fine and imprisonment.

16 (k) There are hereby authorized to be appropriated  
17 such sums as may be necessary to carry out the provisions of  
18 this section.

19 FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

20 SEC. 3. (a) The Secretary of the Interior and the Sec-  
21 retary of Agriculture are directed to improve, expand, and  
22 develop park, forest, and other recreation trails for hiking,  
23 horseback riding, cycling, and other related uses on lands  
24 within areas administered by them: *Provided*, That the use  
25 of motorized vehicles by the general public shall be prohibited

1 on such trails within (1) the natural and historical areas of  
2 the national park system; (2) the national wildlife refuge  
3 system; (3) the national wilderness preservation system;  
4 and (4) other Federal lands where trails are designated  
5 as being closed to such use by the appropriate Secretary.  
6 Such trails may be designated and suitably marked as part  
7 of the nationwide system of trails by the appropriate Secre-  
8 tary.

9 (b) Whenever the Secretary of the Interior makes any  
10 conveyance of land under any of the public land laws, he may  
11 reserve a right-of-way for trails to the extent he deems  
12 necessary to carry out the purposes of this Act.

### 13 STATE AND METROPOLITAN AREA TRAILS

14 SEC. 4. (a) The Secretary of the Interior is directed to  
15 encourage States to consider, in their comprehensive state-  
16 wide outdoor recreation plans and proposals for financial  
17 assistance for State and local projects submitted pursuant to  
18 the Land and Water Conservation Fund Act, needs and  
19 opportunities for establishing park, forest, and other recrea-  
20 tion trails on lands owned or administered by States, and  
21 recreation trails on lands in or near urban areas. He is  
22 further directed, in accordance with the authority contained  
23 in the Act of May 28, 1963 (77 Stat. 49), to encourage  
24 States, political subdivisions, and private interests, including  
25 nonprofit organizations, to establish such trails.



1       (b) The Secretary of Housing and Urban Develop-  
2   ment is directed, in administering the program of compre-  
3   hensive urban planning and assistance under section 701  
4   of the Housing Act of 1954, to encourage the planning of  
5   recreation trails in connection with the recreation and trans-  
6   portation planning for metropolitan and other urban areas.  
7   He is further directed, in administering the urban open-  
8   space program under title VII of the Housing Act of 1961,  
9   to encourage such recreation trails.

10       (c) The Secretary of Agriculture is directed, in ac-  
11   cordance with authority vested in him, to encourage States  
12   and local agencies and private interests to establish such  
13   trails.

14       (d) Such trails may be designated and suitably marked  
15   as parts of the nationwide system of trails by the States,  
16   their political subdivisions, or other appropriate administer-  
17   ing agencies with the approval of the Secretary of the  
18   Interior.

19                               UTILITY RIGHTS-OF-WAY

20       SEC. 5. The Secretary of the Interior and the Secre-  
21   tary of Agriculture are authorized, with the cooperation of  
22   the Interstate Commerce Commission, the Federal Com-  
23   munications Commission, the Federal Power Commission,  
24   and other Federal agencies having jurisdiction, control over,  
25   or information concerning the use, abandonment, or disposi-



tion of rights-of-way and similar properties that may be  
 suitable for trail route purposes, to develop effective pro-  
 cedures to assure that, wherever practicable, utility rights-  
 of-way or similar properties having value for trail route  
 purposes may be made available for such use.

90TH CONGRESS  
 1ST SESSION

H. R. 4865

## A BILL

To establish a nationwide system of trails, and  
 for other purposes.

By Mr. TAYLOR

FEBRUARY 6, 1967

Referred to the Committee on Interior and Insular  
 Affairs



United States  
of America

Division of Legislative Reporting  
Office of Budget and Finance

# Congressional Record

PROCEEDINGS AND DEBATES OF THE 90<sup>th</sup> CONGRESS, FIRST SESSION

Vol. 113

WASHINGTON, MONDAY, FEBRUARY 6, 1967

No. 17

## House of Representatives

The House met at 12 o'clock noon.

The Chaplain, Rev. Edward G. Latch, D.D., offered the following prayer:

*The Lord is good unto them that wait for Him, to the soul that seeketh Him.—Lamentations 3: 25.*

Almighty and Eternal God, whose love is eternal and whose patience never ends, in all quietness of mind and sincerity of heart we wait upon Thee. Fill us with Thy holy spirit that this day may be a good day and this week a great week. Purify our hearts from every vain and sinful thought and prepare our spirits to live with Thee and to work for the welfare of our beloved Nation.

Strong in Thee, may we receive power to think good thoughts, strength to triumph over temptation, a heart to love our fellow man, and a mind to do our duty to ourselves, to others, and to Thee.

Grant unto us the confidence to say "yes" to what is good; the courage to say "no" to what is evil and the insight to know the difference. So may Thy will be done in us and in all men—through Jesus Christ our Lord. Amen.

### THE JOURNAL

The Journal of the proceedings of Thursday, February 2, 1967, was read and approved.

### MESSAGE FROM THE PRESIDENT

A message in writing from the President of the United States was communicated to the House by Mr. Geisler, one of his secretaries.

### MESSAGE FROM THE SENATE

A message from the Senate by Mr. Arrington, one of its clerks, announced that the Senate had passed a concurrent resolution of the following title, in which the concurrence of the House is requested:

S. Con. Res. 6. Concurrent resolution authorizing the printing of additional copies of a Committee on Government Operations print entitled "The Federal System as Seen by Federal Aid Officials."

The message also announced that the Vice President, pursuant to Public Law 80-843, appointed Mr. MORSE and Mr.

DOMINICK to attend the International Labor Conference, to be held in Geneva, Switzerland, June 7-29, 1967.

### TRAILS FOR AMERICA

(Mr. TAYLOR asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. TAYLOR. Mr. Speaker, I have just introduced a bill to establish a nationwide system of trails for hiking, bicycle riding, and horseback riding. This bill is the outgrowth of 2 years of study by the Departments of Interior and Agriculture, which culminated in a report entitled "Trails for America." This legislation was recommended to us by the President in his message of January 30 on protecting our national heritage.

Three types of trails would be promoted under the provisions of this bill: national scenic trails, trails on Federal and State park and forest lands, and trails in and around metropolitan areas.

Immediate authorization is proposed for four national scenic trails: First, the famous Appalachian Trail now in use and stretching 2,000 miles from Maine to Georgia; second, the Potomac Heritage Trail, following the Potomac River from the Chesapeake Bay into Pennsylvania and West Virginia; third, the Continental Divide Trail, going down the Rocky Mountains from Canada to New Mexico; and fourth, the Pacific Crest Trail along the backbone of the Cascade and Sierra Nevada Mountains from the Canadian to the Mexican border. Other proposed national scenic trails would be studied.

The bill directs various Federal land management agencies to develop recreation trails on the areas that they administer and encourages States to do likewise. It encourages States and other local governments to use land and water conservation funds to develop trails in and near urban centers.

A special section authorizes the Secretary of the Interior and the Secretary of Agriculture to cooperate with the Interstate Commerce Commission, the Federal Power Commission, the Federal Communications Commission, and other Federal agencies having jurisdiction over

utility rights-of-way to develop effective procedures to use such properties for trail routes wherever practicable.

I long have had an interest in the protection of the trails of America for the enjoyment of our people. In recent years I have become increasingly concerned about the protection and preservation of the great Appalachian Trail, which stretches 2,000 miles from Mount Katahdin, Maine, to Springer Mountain, Ga., for the trail passes through my district and affords our people its pleasures and its benefits.

The Appalachian Trail is one of the truly great achievements of volunteers in American outdoor recreation. First envisioned in 1921 by Benton MacKaye, it was built, section by section, through the years by the volunteer labor of individual citizens who believed in his concept. Essentially completed by 1937, it has since been maintained by these same volunteers and enjoyed by millions of people from all parts of the world. Today, the Appalachian Trail Conference, composed of some 65 member clubs, works with the Forest Service, the National Park Service, the States, local governments, private companies, and many private property owners to protect and preserve the trail.

As our economy has grown, however, increasing pressure has arisen to develop the lands over which the Appalachian Trail passes. The informal arrangements which sufficed in an earlier era no longer will protect the trail.

The bill I proposed has as one of its first missions the preservation and protection of the Appalachian Trail. The Secretary of the Interior will be made responsible for its protection and administration. He will first set up an Appalachian Trail Advisory Council. Working with the States, local governments, and private owners, and especially with the Appalachian Trail Conference, he then will establish and publish the official route of the Appalachian Trail. He next will obtain agreements protecting the trail route or, if necessary, will purchase the land or easement needed to protect the trail route for its entire length. Once the trail is protected, the Secretary will be authorized to work out agreements with the States, local gov-



ernments, the trail conference, and other interested parties to maintain the trail. The same procedure would be followed in establishing all national scenic trails.

The trail program I propose here today is a truly cooperative program which will welcome the efforts of all. Those many citizens who have counted their volunteer labor on the trail as their greatest outdoor experience can be assured that we intend, in this legislation, to guarantee them the continued opportunity for such creative contributions to the outdoor recreation heritage of our Nation.

Hiking and bicycle riding are simple pleasures within the economic reach of all American citizens and are more relaxing than traveling by automobile on crowded roads. In this program a little money goes a long way and provides much recreational opportunity. I believe that we should give careful thought to establishing a nationwide system of trails.

(Mr. PATMAN asked and was given permission to extend his remarks in the body of the RECORD, and to include extraneous matter.)

[Mr. PATMAN'S remarks will appear hereafter in the Appendix.]

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[Mr. PATMAN'S remarks will appear hereafter in the Appendix.]

#### EXTENSION OF REMARKS

Mr. POOL. Mr. Speaker, on January 31 a portion of my remarks were omitted from the Appendix of the RECORD.

I ask unanimous consent that the full text of those remarks be reprinted in the Appendix of today's RECORD.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

[The matter referred to appears in the Appendix.]

#### LEGISLATION TO CORRECT SALARY AND CLASSIFICATION INEQUITIES OF LEVEL 1 TO 5 EMPLOYEES IN THE POSTAL FIELD SERVICE

(Mr. OLSEN asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. OLSEN. Mr. Speaker, I am today introducing legislation which will correct serious salary and classification inequities adversely affecting postal

clerks, letter carriers, and other employees in salary levels 1 to 5 of the postal field service. These inequities originated with Public Law 84-68 enacted in 1955 and were continued in subsequent postal salary laws, particularly Public Law 87-793 of 1962.

This bill will elevate postal clerks, letter carriers, and other employees presently in PFS salary levels 1 through 5, one level. The legislation proposes to eliminate two salary steps in each level. However, the bill will also make certain that the most experienced and senior employees in existing steps 11 and 12—which are being eliminated—receive equitable salary adjustments with those employees converted to step 10 of each new salary level.

The correction of long-existing salary inequities which find postal clerks and other employees with less experience and years of service receiving the same or higher salaries than the more experienced and senior employees in the same type of work will also be accomplished by enactment of this legislation. Postal employees would be converted to appropriate steps of the new higher salary levels consistent with total years of creditable postal service.

This proposed reclassification and elevation of postal positions presently in levels 1 to 5 is not basically a salary increase but rather a long-overdue correction of pay inequities among postal clerks and other employees in the lower salary levels of the postal service that we must depend on to efficiently move the ever-increasing record volumes of mail.

It is my hope the 90th Congress will give early consideration to this most important remedial legislation and enact it into law during this first session.

#### CURTAILING OF FOREIGN TRAVEL

(Mr. MORTON asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. MORTON. Mr. Speaker, everyday the pressure mounts on each Member of Congress in connection with our commitment in southeast Asia and the resulting involvement of our country in this bloody conflict. More and more people are becoming adamant and demanding, making it increasingly difficult for us to stand firm with our national leadership. For my part, and the leadership of my party, the record is clear.

But when a Member of the Congress appoints himself as a one-man state department, touring the capitals of Europe, and when from these meetings statements leak concerning peace overtures and dealing with matters of our national policy, restricted by tradition and for practical good reason to the President and his Cabinet, it becomes more difficult and politically more uncomfortable to stand firm behind the President.

It seems to me that the responsibilities and demands of the Congress itself would be challenge enough to supply adequate reward. Therefore, I beg of my colleagues not to go abroad among foreign governments, generating implications that lead to a loss of faith in the admin-

istration and conduct of our foreign policy.

If we want to run for President, let us do it here among our voters. If we want to reshape our foreign policy, let us do it with the tools and mechanisms which we have at hand.

#### AID TO INDIA VITAL

(Mr. MIZE asked and was given permission to address the House for 1 minute.)

Mr. MIZE. Mr. Speaker, the helping hand of this country has always gone out to those in need. As long as we have the means, we have been willing to share our abundance with the other countries of the world. It is gratifying to note, therefore, that we are going ahead with plans to supply more than half of the 10 million tons of wheat and grain sorghums which India must have from outside sources this year if it is to prevent widespread malnutrition and starvation because of the devastating drought last year.

Some of our shipments have already gone forward. Others will follow. It is my understanding that we can make these shipments under existing legislation, but the President is seeking a joint resolution from Congress to authorize part of our commitment. Based upon our history of responsiveness to human needs, I feel confident that such a resolution will be approved.

There is an old adage about giving a man a fish and you feed him for a day; teach him how to fish and you feed him for life. I, for one, feel that we are not making a handout to our India friends, which is only a short-term solution to the food problems of that nation. By making the wheat and grain sorghums available in this critical period, we are assisting this country at a time when it is developing its own program of self-help which is so vital and necessary to the long-range solution to the food problem in India.

Progress is already being made in agricultural reform in India; and there is more interest in improving that nation's farming potential and related activities than ever before.

We are helping the people of India to help themselves, and in meeting our responsibilities as a member of the family of nations, we are encouraging other countries to be more diligent in sharing the burden of reducing hunger and privation wherever they plague the land.

#### MUST THE EXECUTIVE OBEY THE LAW?

(Mr. FINDLEY asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. FINDLEY. Mr. Speaker, is an enactment of the Congress really binding upon the Executive?

That is the fundamental question in an important confrontation between the two branches of Government over a \$9 million shipment of vegetable oil under Public Law 480 to Yugoslavia at subsidized credit terms.







# **DIGEST** of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued May 27, 1968  
For actions of May 24, 1968  
90th-2nd; No. 90

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HIGHLIGHTS: Senate committee reported agricultural appropriation bill. Senate debated housing bill. Senate committee voted to report bill to establish nationwide system of trails. Sen. Mondale criticized Senate committee's "cutting" school lunch program funds.

## SENATE

1. APPROPRIATIONS. The Senate Appropriations Committee reported with amendments H. R. 16913, the agricultural appropriation bill (S. Rept. 1138)(p. S6342). As reported by the Committee, the bill would provide a total of \$5,586,050,300, an increase of \$12,414,800 over the House-passed figure. Attached to this Digest is a copy of the committee report showing the committee actions.

2. BUDGET. Received from the President "proposed amendments to the budget for the fiscal year 1969, in the amount of \$1.2 million for the legislative branch, \$11.1 million to carry out the fair housing provision of the 1968 Civil Rights Act, \$775 thousand for a new Commission on Mortgage Credit and Interest Rates, and \$350 thousand to permit the Council of Economic Advisers to finance the activities of the Cabinet Committee on Price Stability" (S. Doc. 80); to Appropriations Committee. p. S6341
3. RESEARCH. Passed as reported H. R. 5404, to amend the National Science Foundation Act of 1950 to make changes and improvements in the organization and operation of the Foundation. Sen. Mansfield inserted an excerpt from the committee report which stated the purpose of the bill "is to facilitate the mission of the National Science Foundation by making much-needed reforms in the organization and the operation of both the Foundation and its governing body, the National Science Board. pp. S6332-8
4. RECREATION; WATER; ROADS; ECONOMIC DEVELOPMENT. The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 444, to ~~establish the Flaming Gorge National Recreation area (amended); S. 3058, to increase authorizations for water resources planning activities (amended); S. 224, to provide for the rehabilitation of the Eklutna Dam project, Alaska (amended); S. 3073, to authorize funds to promote economic development in the Trust Territory of the Pacific Islands (amended); and S. 827, to establish a nationwide system of trails (amended).~~ p. D479
5. WATER QUALITY. Sen. Hansen inserted the statement by Gov. Love, Colo., and the resolution on water quality standards as adopted by the western Governor's conference which calls upon Federal authorities to rescind or amend certain proposed Federal requirements regarding State pollution abatement programs. pp. S6338-41
6. PERSONNEL. Received from GAO a report of the opportunity to reduce the Federal Government's cost of medical benefits furnished Foreign Service employees overseas. p. S6341
7. LOANS. Sen. Burdick was added as a cosponsor of S. 1971, to amend the Consolidated Farmers Home Administration Act of 1961 to authorize loans to certain cooperatives serving farmers and rural residents. p. S6343
8. HOUSING. Began debate on S. 3497, the proposed Housing and Urban Development Act of 1968. pp. S6357, S6386-403, S6407-17  
Sen. Fulbright inserted the text of his bill introduced in the 89th Congress and related items which correspond to the purposes of title XIV of S. 3497, the proposed Housing and Urban Development Act of 1968, which require the President to submit to Congress annual reports on the progress in achieving our national goal of "a decent home and a suitable living environment for every American family." pp. S6403-4
9. HEALTH; SAFETY. Sen. Metcalf inserted an article from the Catholic Standard refuting the opposition of the U. S. Chamber of Commerce to the proposed Occupational Safety and Health Act of 1968. pp. S6360-1







June 13, 1968

SENATE

12. CCC. The Armed Services Committee reported with amendment H. R. 16703, the military construction bill, which includes funds for the payment on the debt to the Commodity Credit Corp. for foreign currencies used in prior years to construct military family housing overseas (S. Rept. 1232). p. S7147
13. TRAILS. The Interior and Insular Affairs Committee reported with amendments S. 827, to establish a nationwide system of trails (S. Rept. 1233). p. S7147
14. WATER RESOURCES. The Interior and Insular Affairs Committee reported with amendment S. 3058, to increase authorizations for water resources planning activities (S. Rept. 1234). p. S7147  
Conferees were appointed on S. 20, to provide for a comprehensive review of national water resource problems and programs. p. S7212
15. WILDLIFE. The Commerce Committee reported with amendments H. R. 15979, to prevent or minimize injury to fish and wildlife from the use of pesticides (S. Rept. 1236). p. S7147  
Sen. Hansen inserted an article "Who Owns the Game?--Part II." pp. S7164-6
16. BALANCE OF PAYMENTS. H. R. 16162, to improve the U. S. balance-of-payments situation through loan and other programs of the Export-Import Bank, was ordered to be placed on the calendar. p. S7147
17. CREDIT UNIONS. Passed with amendments H. R. 6157, authorizing payroll savings deductions for credit union shares for Federal employees. pp. S7223-4
18. INFORMATION. Passed as reported H. R. 6279, to provide for the collection, compilation, critical evaluation, publication, and sale of standard reference data. p. S7224
19. TECHNICAL SERVICES. Passed with amendments S. 3245, to extend for an additional two years the authorization of appropriations under the State Technical Services Act of 1965. p. S7225
20. SOLID WASTES. The Public Works Committee voted to report (but did not actually report) S. 3201, extending for 1 year the provisions on research and assistance for State and interstate planning for solid waste disposal. p. D549
21. APPROPRIATIONS. Passed without amendment H. J. Res. 1268, making supplemental appropriations for fiscal year 1968 for highways and certain claims. The Appropriations Committee reported the bill without amendment June 12 (S. Rept. 1227). This bill will now be sent to the President. pp. S7212-23



22. EXPORT-IMPORT BANK. Began consideration of S. 3218, to enable the Export-Import bank of the United States to approve extension of certain loans, guarantees, and insurance in connection with exports from the United States in order to improve the balance of payments and foster the long-term commercial interests of the United States. By unanimous-consent agreement this bill will become the pending business on Mon., June 17. p. S7225
23. GRAINS. Agreed, 62-21, to the resolution of ratification of the International Grains Arrangement 1967. pp. S7193-7212
24. CONSERVATION. Sen. Metcalf inserted two editorials urging congressional action on conservation and water resource projects. p. S7166
25. RESEARCH. Sen. Morse inserted an article "Productivity Interaction: Basis for Science Education in the 21st Century." pp. S7166-7
26. PERSONNEL. Sen. Ervin spoke in support of the bill to protect the constitutional rights of employees of the executive branch of the Government and to prohibit unwarranted governmental invasions of their privacy and inserted his comments before the Greensboro, N. C., Bar Association on this subject. pp. S7181-3
27. FOREIGN TRADE. Sen. Mondale hoped that Congress will not overlook the "crucial importance of East-West trade opportunities both in the interest of a response to the events in Eastern Europe and a response to American trade difficulties" and inserted an editorial on the subject. pp. S7177-8
28. RECLAMATION. Sen. Mundt spoke of the water shortage in such agricultural States as S. Dak., and inserted an address by Commissioner of Reclamation Floyd E. Dominy, "Irrigation Moves Into the 21st Century." pp. S7171-3
29. HUNGER. Sen. Metcalf praised this Department's development of high-protein foods as a major source of protein for humans. pp. S7169-70  
Sen. McGovern inserted the text of Sen. Montoya's bill relative to relief for the hungry. pp. S7187-8
30. POVERTY. Sen. McIntyre inserted an article from an OEO Bulletin, "Rural Communities of May 1968" relative to antipoverty programs in New Hampshire. p. S7169  
Sen. Brooke inserted the text of the "poor people's" demands including those made of this Department. pp. S7170-1
31. ADJOURNED until Mon., June 17. p. S7269

EXTENSION OF REMARKS

32. ELECTRIFICATION. Sen. Metcalf inserted two statements presenting arguments in favor of the proposed Electric Power Reliability Act. pp. E5351-3

## ESTABLISHING A NATIONWIDE SYSTEM OF TRAILS

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JUNE 13, 1968.—Ordered to be printed

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Mr. JACKSON, from the Committee on Interior and Insular Affairs,  
submitted the following

## R E P O R T

[To accompany S. 827]

The Committee on Interior and Insular Affairs, to which was referred the bill (S. 827) to establish a nationwide system of trails, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

## PURPOSE

As set forth in its statement of policy, the purpose of S. 827 is to promote public access to, travel within, and enjoyment of the National and State parks, forests, recreation areas, historic sites, and other areas. It states that existing trails should be improved and maintained, and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation. Four categories of trails are defined to carry out this policy: Trails designated as "national scenic trails" in this or subsequent acts of Congress; park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior, and recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior.

## NEED

The statement of policy of S. 827 also sets forth that it is directed at providing for the ever-increasing recreation needs of an expanding population. Trails represent a major opportunity and yet a practicable and low-cost method of satisfying the demand for outdoor recreation

for our citizens. By their nature, they afford a low-concentration, dispersed type of recreation that is much sought after today. Trails are the means to some of the most beneficial kinds of exercise and enjoyment of nature—walking, hiking, horseback riding, and cycling. Trails enable people to reach prime areas for hunting, fishing, and camping; they lead to areas prized by students of nature and history; they are used by scientists, artists, and photographers; they help to satisfy the craving many people have for solitude and the beauty of untrammelled lands and waters.

“Trails for America” is the report of the Bureau of Outdoor Recreation which is based on a study requested by President Johnson in his natural beauty message of February 8, 1965. This report provided much of the basis for this present legislation. In this publication the urgency for enactment of S. 827 is stressed:

The Nation faces a “crisis in outdoor recreation.” A surging demand for opportunities to enjoy outdoor activities presses upon natural resources which are shrinking under the impact of our rapidly expanding population and economy. One of the great challenges of today is to plan adequately to meet these demands. Only if we are successful in this effort can there be assurance that future generations will be able to enjoy some of the same opportunities now available to the American people.

There is a multiplying need for outdoor recreation opportunities for Americans. According to the report of the Outdoor Recreation Resources Review Commission, an expected doubling in the number of people in the United States by the year 2000 will mean at least a threefold increase in the demand for recreation. The Commission said that trails, with all other forms of outdoor recreation, will be in short supply unless adequate additional facilities systematically are provided. Trails near metropolitan centers where a disproportionate share of the increasing population will be located are especially inadequate.

The Commission also predicted that walking for pleasure will increase from 566 million occasions of participation in 1960 to 1,569 million by the year 2000, a 277-percent increase. Hiking will jump 368 percent, from 34 million to 125 million. The number of bicycles and cyclists also is multiplying with almost explosive suddenness. According to a 1965 report, more than 57 million children and adults, over 30 percent of the Nation's population at that time, participated in this activity. Predictions indicate that there will be 63 million cyclists by 1970, and that by 1975 more than 10 million bicycles will be sold annually.

The Bureau of Outdoor Recreation points out that there is a pressing need for places in which to ride bicycles safely. Recreational riding, bike hikes, youth hostel activities, bicycle clubs, and the like are becoming increasingly popular for all ages. The need is especially acute in urban areas. Similar growth is being experienced in horseback and trail bike demand. Horse registrations are in the increase. More than 5 million Americans were reported to be riding trail scooters or motorcycles in 1965.



## AMENDMENTS

The committee amended subsection 2(i) of the bill to prohibit acquisition under this act of lands, waters, or interests therein by condemnation without the owner's consent whenever 60 percent or more of the acreage within an entire national scenic trail area at the date of the bill's enactment is publicly owned. This limitation does not apply to the acquisition or extensive use of scenic easements. In fact, the committee recommends that the agencies obtain scenic or other easements for rights-of-way necessary for the construction, maintenance, and public use of the trail, and the protection of the scenic and other qualities of the trail, without depriving the owner of his entire property rights in his land whenever it is possible to do so. It is similar to a provision in S. 119, the bill passed by the Senate to create a National Wild and Scenic River System. The committee recognizes that the needs of the country vary with respect to the amount of publicly owned land in the different regions of the Nation. Where vast amounts of public lands are already in existence the people would have adequate acreage for access and facilities without utilizing condemnation in fee.

Another amendment provides an enlarged definition of a national scenic trail under section 2(a).

The committee also approved an amendment to divide the Continental Divide Trail into two sectors, northern and southern. The northern sector, from the Canadian border to the southern boundary of the Bridger National Forest in Wyoming, is retained as one of the trails in the initial system, and the southern sector, from the Bridger National Forest to the Mexican border in southwestern New Mexico, is placed in the study category for possible future inclusion. Questions were raised by committee members concerning the exact routing of the trail. Some alternate sections of the southern sector are still under initial planning consideration, and the Forest Service informed the committee it would be helpful to have additional time to complete more detailed studies. While placing the southern sector of the Continental Divide Trail in the study category, the committee believes this proposed addition to the system should receive priority for study by the Secretary of Agriculture. This sector is a natural increment; the Continental Divide Trail will not answer that description until the sector is added. The committee further believes that this study should be completed within a 2-year period from the date of enactment.

The committee also adopted an amendment providing that no funds shall be appropriated for the Continental Divide Trail until 60 days after the Secretary of Agriculture shall submit detailed plans for such development to the respective Committees on Interior and Insular Affairs of the Senate and House of Representatives. This was adopted after committee members from the States involved expressed concern over the type of development which may be proposed and wished to review the development plans before they are initiated.

## INITIAL TRAILS IN THE SYSTEM

This bill provides four initial units in the nationwide system of trails:

1. The Appalachian Trail, extending 2,000 miles along the Appalachian Mountains from Maine to Georgia.
2. The Continental Divide Trail, extending 1,200 miles from the Canadian Border in Montana to the southern boundary of the Bridger National Forest in Wyoming.
3. The Pacific Crest Trail, extending 2,350 miles along the mountain ranges of the west coast States from Canada to the Mexican border.
4. The Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia.

The Secretary of the Interior is authorized to select rights-of-way for, and to provide appropriate marking of, the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture is authorized to do likewise for the Continental Divide and Pacific Crest Trails, subject to the following limitations: A total of 50 acres per mile may be obtained by both acquisition in fee (where authorized) and lesser interests (such as scenic easements) other than by agreement of the landowner, but not more than 25 acres per mile of this total may be acquired in fee. The 25 acres per mile in fee is equivalent to an average of 100 feet on each side of the trail, and the 50 acres per mile, including fee and easement, would compare with an average of 200 feet on each side of the trail. (See "amendments" for limitation on condemnation.)

The appropriate Secretary will erect and maintain a uniform marker for the national scenic trails, select a symbol for each trail for placement on the uniform marker, and establish an advisory council for each trail.

Federal agencies are instructed to give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting establishment and maintenance of the trails. Reasonable crossings of the trails will be allowed, but the use of motorized vehicles by the general public will be prohibited. This will not, however, prevent motor vehicles from crossing the trails where necessary, or the use of motor vehicles along the trails for rescue, fire fighting, or other emergency purposes. Similarly, it is recognized that additional highways, utility lines, and other vital public facilities may unavoidably be routed across the trails.

## APPALACHIAN TRAIL

The Appalachian Trail Conference will be encouraged to continue its role as the principal guardian of the Appalachian Trail, which has been in use for over 40 years. Thousands of volunteer members of the conference have teamed together to establish and maintain the trail. The Appalachian Trail passes through 14 States and crosses land varied in ownership. Through much of New England the trail crosses private lands. In Maine, virtually all of the 280 miles lie in tracts owned by large timber companies which have cooperated with the conference in its maintenance. In Pennsylvania, State lands predominate.



From Virginia south, the ownership is largely Federal. Although member clubs of the conference have shouldered responsibility for many miles of trail, and at times have been forced to relocate segments away from the path of developments, the demands of an expanding population have multiplied in number and complexity in recent years and long stretches of the trail are seriously threatened with incompatible encroachments. These are problems which the conference has insufficient means to combat. If the trail is to survive, it is apparent that public agencies must assume a larger share of the burden of protection.

The committee recognizes that the Appalachian Trail Conference has pioneered the way for this legislation by its long-time personal stewardship of the trail, and believes that its stewardship—in partnership with the Secretary of the Interior—should be continued and expanded.

#### CONTINENTAL DIVIDE TRAIL

Designed to accommodate riders and hikers, the Continental Divide Trail would pass through some of the most scenic areas in the country. The trail would span spectacular, wild mountain country, rich in the early history of the West. The route affords views of perpetual ice-fields and of awesome peaks. It passes hundreds of alpine lakes and streams teeming with native trout. The high mountains are home to many species of game, including the bighorn sheep, mule deer, and bear. It would start at the Canadian line on the west shore of Waterton Lake in Glacier National Park and follow the Continental Divide south for 100 miles. Some of the trail would be above timberline. From Logan Pass, the trail would swing over the divide, leave the park, and pass near a portion of the Blackfoot Indian Reservation, through the Flathead and Lewis and Clark National Forest, move through the Bob Marshal Wilderness, and on to cross Pipestone Pass and Deer Lodge Pass, and travel the Anaconda-Pintlar Wilderness for 50 miles, crossing and recrossing the divide. Jumping from one side to the other, the trail would follow the Idaho-Montana State line for some 300 miles, enter Yellowstone National Park to pass the Firehole River, Shoshone Lake, Lewis River, Lewis Lake, Yellowstone Lake, and along the Yellowstone River to the south park boundary. It would swing along the edge of the Shoshone National Forest, and then arc westward along the divide to provide magnificent views of the Grand Tetons. Passing through the Bridger Wilderness, it would reach its temporary end at the southern boundary of the Bridger National Forest. (The remainder of the Continental Divide Trail, called the southern sector, would be under study for possible future inclusion.)

The designation of the Continental Divide Trail represents an attempt to make available by trail a stretch of country which has historical interest and charm and bisects the Western United States. The committee does recognize that no such contiguous trail has ever, in fact, existed. However, the committee believes that the trail should be regarded as calling attention to the grandeur and esthetic qualities of the Continental Divide, and that it will add significantly to the Nation's appreciation of its priceless natural heritage.



*Special consideration of the Continental Divide Trail and Wilderness*

In the case of the Continental Divide Trail, it is not the intent of the committee to authorize the construction of a trail which would follow the very top of the Continental Divide nor necessarily be fully contiguous along the entire divide. Instead, it is the committee's belief that existing trails along the mountain sides or in negotiable valleys close to the top of the divide should be designated part of the Continental Divide Trail, and that the segments to be constructed, where top terrain prevents reasonable foot or horseback travel, should be located at lower levels.

Nor is it the intent of the committee that this legislation should be considered authorization for construction of trails or other works of man through wilderness areas in any such manner as to do violence to the wilderness concept as set forth in the Wilderness Act of 1964. The committee urges that in any event, the wilderness values should be properly protected in connection with any trail through any national wilderness area.

Committee members also expressed concern that the marking of national scenic trails be unobtrusive, with careful and tasteful placement and design of directional and other signs to conform with the esthetic setting regardless of the lands traversed.

#### POTOMAC HERITAGE TRAIL

The Potomac Heritage Trail would start at the mouth of the Potomac on Chesapeake Bay—with trails on both sides of the river extending through the District of Columbia to Harpers Ferry, W. Va. At this point they would join and follow the Potomac River up the Chesapeake and Ohio Canal towpath to Oldtown, and there divide. One trail would travel northwest along the canal towpath to Cumberland, Md., where the towpath would terminate, and continue to Johnstown, Pa. The other fork of the trail would turn southwesterly to end in the high and beautiful evergreen mountain country of the Spruce Knob-Seneca Rocks National Recreation Area in West Virginia.

Of the 825 miles of the Potomac Heritage Trail, 317 are in Federal ownership, 130 in State and 378 in private ownership.

The study report, "Trails for America," points out that no other river in the country is historically as rich as the Potomac, and adds:

The National Government grew up and reached its maturity in the Potomac River Valley. Many famous Americans were born, reared, and lived on the banks of the Potomac. The Potomac Heritage Trail would follow the course of the Potomac from source to mouth, linking an astounding array of superlative historic, scenic, natural, and cultural features, and offering an outstanding recreation opportunity for the residents of the Potomac Valley and its annual millions of visitors.

#### *Great Falls-Washington sector*

The committee and its staff gave considerable attention to the stretch of trail proposed on the Virginia side of the Potomac River between Great Falls and Washington after certain residents of the area and

officials of the Madeira School, located a few miles below Great Falls Park, expressed serious reservations about the advisability of establishing a trail in this area.

Some of the residents were fearful that along particular sections of the river bordering and east of the school's property line, where rocky bluffs predominate, the trail would have to leave the river's edge and be routed atop the bluffs and through private property, thus affecting residence and other normal patterns of usage. Fears were also expressed that parking areas might be constructed alongside the trail, with roads connecting to the central highways. Concern was also voiced over the type of trail which would be constructed along the river, and the likelihood of vandalism or possible trespass violations with increased usage of the area.

Following staff conferences with Department of the Interior officials, field examination of the particular section, inspection of detailed maps showing the proposed routing, and considerable correspondence, the committee is of the opinion that the problems can be resolved and are not basically different from similar objections raised in connection with park and recreation projects authorized in other areas of the Nation. Even where the bluffs predominate, except possibly on the public property located within the boundaries of Great Falls Park, the committee has received assurances that the trail will follow the flatlands along the river's edge. No parking areas will be constructed near the trail in this area, and the trail will be limited to a footpath.

In fact, the entire trail along the Potomac River will be primarily a pedestrian hiking trail, although urban sections—for instance, the C. & O. Canal towpath on the Maryland side of the river, and the portion of the trail from Spout Run to the National Airport in Virginia—will be designated for bicycle use as well as that of pedestrians. Above Spout Run in Virginia the trail will be designated for hiking purposes only. It will be constructed sufficiently wide to permit police patrol on horseback and maintenance with small motorized equipment.

From the vicinity of the overlook at the Great Falls to Difficult Run on the Virginia side, the trail will be located back from the river's edge on the high ground, utilizing prominent points for scenic overlooks. Below Difficult Run, the trail will be located as close to the water's edge as construction practices will permit. Nearly all such development of the trail as is necessary will be by hand or "pick and shovel" construction. It will follow the portion of the existing trail along the edge of the river below the Capital Beltway down to Spout Run. At Spout Run, the trail will continue under Key Bridge, past the parking lot serving Roosevelt Island and the George Washington Memorial Parkway to the airport.

### *Madeira School*

The problems which might face the Madeira School with the establishment of a trail were given long and careful consideration by the committee. This well-known boarding school for girls is located on the Virginia side of the Potomac River in Fairfax County just below Great Falls Park and has a considerable waterfront area through which the trail would pass. The proposed trail would be about a fifth of a mile from the school, which is located at the top of steep bluffs in an unusually beautiful setting. Directly at the foot of the bluff lies Black Pond, a pristine-type small lake of clear water, accessible to the



school via an old and almost impassable road and a rugged trail traversing its southern shore. School officials expressed fears that if a public trail and public access to the trail were established, Black Pond might become an "attractive nuisance," that the area would be difficult to police, and that the safety of the girls could be involved.

Representatives of the Bureau of Outdoor Recreation and of the National Park Service of the Department of the Interior, as well as the chairman and committee staff members examined this problem thoroughly.

At the insistence of Chairman Jackson, Interior Secretary Udall has assured the committee that steps will be taken to provide the fullest possible protection for the school in the event the Potomac Heritage Trail is established. The Department of the Interior has indicated its willingness to install an inconspicuous fence along the upper part of the slope nearer the actual buildings occupied by the Madeira School in order to discourage trespass. A letter from Secretary Udall discussing this problem follows:

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
*Washington, D.C., March 26, 1968.*

HON. HENRY M. JACKSON,  
*U.S. Senate, Washington, D.C.*

DEAR SENATOR JACKSON: The concern expressed by Headmistress Barbara Keyser over policing proposed park areas near the Madeira School in Fairfax County, Va., has been examined carefully. We have previously explained to Miss Keyser and others, including Senator Stuart Symington, that in our judgment a public trail skirting the edge of the river approximately a fifth of a mile from the school and at the bottom of a steep bluff below the area occupied by the school buildings will not seriously endanger the school's programs, activities, or residents. Therefore, we are glad to furnish, as you request assurances that we will give consideration to the fullest possible protection for the school in the event the national trails bill, S. 827 is enacted.

As a policing responsibility, this section of the Potomac shoreline near the school would be comparable to many areas of Rock Creek Park as well as units of Great Falls Park in Maryland and Virginia. Its relative remoteness, ruggedness, and relationship to nearby residential and school areas would not in our judgment jeopardize successful management of the riverside as a natural area conducive to decent public use, if adequately patrolled. We stress this because it is true of all such areas of public use: lawlessness and crime arising more from lack of surveillance than from incidence of public use.

If a trail could be developed along this section of the river, there would be, besides police patrol, the additional safety of surveillance by park, interpretive, and maintenance staff members as well as the presence of a number of responsible park visitors. We feel that the cost of staffing necessary for protection would be justifiable as a basic part of good park management.

The granting of a scenic easement to the Northern Virginia Regional Park Authority in September 1966 by the school has been offered as a contribution to the purposes of the Potomac National River for preservation of natural and scenic areas. However, the easement, as we understand it, applies only to the lower portion of the palisades (land below



the 200-foot contour) allows for construction, and expires when the property ceases to be used for school purposes. Our Solicitor advises that such qualifications do not constitute the perpetual protection necessary to achieve long-range public objectives for the Potomac National River. If permanent preservation of natural beauty is to be accomplished by means of scenic easements, they must be perpetual in nature and adequate to accomplish the conservation objectives involved.

The current Potomac National River proposal recommends the preservation in a natural condition of the Potomac shore and palisade slope to approximately the 300-foot contour in the vicinity of Madeira School. The Potomac Heritage Trail, the only development suggested, would generally follow the river's edge, and the scenic easements applicable to the steep bluffs would permit the continuation of present school activities including appropriate expansion and thus we believe these restrictions would have no adverse effect on Madeira School's operations.

Moreover, we have assured Madeira officials of our willingness to install an inconspicuous fence along the upper part of the slope in order to discourage trespass from proposed park land onto the remaining school area.

We trust that these comments will be of assistance to you in evaluating possible effects of the Potomac National River or the Potomac Heritage Trail on the Madeira School. We appreciate the interest and concern which prompts your careful consideration of these matters.

Sincerely yours,

STEWART L. UDALL,  
*Secretary of the Interior.*

In addition, when detailed plans for the trail were examined by the committee, several factors became apparent :

(1) The trail would be limited to a footpath; (2) No access roads or parking facilities on the trail in this area are planned; (3) The trail would be closed at night; (4) It would have police patrol, and there will be the additional safety of surveillance by park, interpretive, and maintenance staff members.

An inspection trip to Black Pond by members of the committee staff and Department of the Interior officials led to the conclusion that even without a fence the rugged terrain, which rises some 300 feet above the river level, would discourage trespass.

Nevertheless, the committee believes that the sincere concern of Madeira School officials for the safety of its students and property would warrant a continued police surveillance of this area if a national trail is authorized. Since access to the area will be primarily from Great Falls Park, this should not be too difficult for the National Park Service officials to carry out.

#### PACIFIC CREST TRAIL

The Pacific Crest Trail, 2,350 miles from the Canadian to the Mexican border, has been open since 1937 through some of the world's most magnificent scenery. Along this trail is a generous share of the conti-

ment's most verdant forests, tallest and oldest trees, highest mountains, clearest streams, and breathtaking waterfalls.

In describing the Cascade and Sierra Nevada mountains through which this trail passes, the authors of the report "Trails for America" say:

The unique golden trout and the almost extinct giant condor call them home. The great California grizzly once roamed their high slopes. The mountains still abound with deer, black bear, and other interesting varieties of game. For the recreationist they offer a lifetime of inspiration and adventure with a stimulating new experience around every bend.

The trail travels 457 miles through the State of Washington, 400 miles through Oregon, and 1,450 miles through California. The northern end is at International Monument 78 on the Canadian-United States border, and the southern end on the Mexican border at International Boundary Marker 251. The Washington scenery is spectacular, particularly in the North Cascades Primitive Area, Glacier Peak Wilderness, Mount Rainier National Park, Goat Rocks Wilderness and Mount Adams Wilderness. Other mountain ranges march across the skyline. Snowy peaks, glaciers, alpine meadows with clear springs and brooks, small lakes and rushing rivers are abundant. As it does in Washington, the trail in Oregon follows the Cascades, after crossing the Columbia River at the Bridge of the Gods. Glacial moraines and icefields are visible at Mount Hood, where the trail passes the famous Timberline Lodge and ski area. Further on are lava flows and basalt columns, and such striking wilderness areas as the Three Sisters. The trail also crosses the uniquely beautiful Crater Lake National Park.

Fourteen national forests are crossed by the California portion of the trail. The trail also leads successively through the Marble Mountain Wilderness, Thousand Lakes Wilderness, Lassen Volcanic National Park, Donner Pass, Yosemite National Park, Minarets Wilderness, Devils Postpile National Monument, Kings Canyon National Park, Sequoia National Park, and the newly designated San Gabriel Wilderness Area. It terminates at the Mexican border 40 miles southeast of San Diego.

Eighty percent of the Pacific Crest Trail is on Federal lands, representing 1,842 miles. State ownership accounts for 27 miles, and private ownership 444 miles.

#### TRAILS FOR STUDY

Eleven trails are in the bill for study for possible future inclusion. The bill provides that the appropriate secretary will make such studies of other trails in consultation with other Federal agencies administering lands through which the trails would pass, and in cooperation with interested interstate, State, local governmental and private agencies and organizations concerned. The studies, with recommendations, would be submitted to the President, who in turn would make recommendations to the Congress. The studies will include, among others, the following trails:

(1) Continental Divide Trail, southern sector, an approximately 1,900-mile segment of the Continental Divide Trail extending from



near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the southern boundary of the Bridger National Forest.

(2) Chisholm Trail, from San Antonio, Tex., approximately 700 miles north through Oklahoma to Abilene, Kans.

(3) Lewis and Clark Trail, from St. Louis, Mo., approximately 4,600 miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(4) Natchez Trace, from Nashville, Tenn., approximately 600 miles to Natchez, Miss.

(5) North Country Trail, from the Appalachian Trail in Vermont, approximately 3,200 miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(6) Oregon Trail, from Independence, Mo., approximately 2,000 miles to near Fort Vancouver, Wash.

(7) Santa Fe Trail, from Independence, Mo., approximately 800 miles to Santa Fe, N. Mex.

(8) Long Trail, extending 255 miles from the Massachusetts border northward through Vermont to the Canadian border.

(9) Mormon Trail, extending from Nauvoo, Ill., to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending 2,000 miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, Calif.

In designating the study of the Gold Rush Trails in Alaska, or the appropriate portions thereof, the committee refers specifically to (1) the Chilkoot Trail extending from Dyea over Chilkoot Pass to the Canadian border; (2) the White Pass Trail from Skagway to the Canadian border; (3) the Dalton Trail beginning at Haines and extending along the Chilkat River to the Canadian border; (4) the Valdez Trail from Valdez to Fairbanks; and (5) the Iditarod Trail originating in Knik and crossing the Alaskan Range to Iditarod City; and to other such Gold Rush Trails in Alaska.

#### COST

The bill provides that money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the trails. An amendment which the committee adopted would limit appropriations for land acquisition to \$10 million during the 5 years following enactment of the bill.

In this connection, the committee believes that early funding should be largely directed at land acquisition for the Appalachian and Potomac Heritage Trails.

#### COMMITTEE RECOMMENDATION

The committee recommends early passage of S. 827, the bill to establish a nationwide system of trails.



## ADMINISTRATIVE REPORT

The administrative report on the proposal for this legislation follows:

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
*Washington, D.C., February 1, 1967.*

HON. HUBERT H. HUMPHREY,  
*President of the Senate,*  
*Washington, D.C.*

DEAR MR. PRESIDENT: The President in his February 23, 1966, message on preserving our natural heritage, said "I am submitting legislation to foster the development by Federal, State, and local agencies of a nationwide system of trails and give special emphasis to the location of trails near metropolitan areas." Such legislation was submitted in the second session of the 89th Congress, and is resubmitted in the enclosed draft bill in a slightly modified form.

A nationwide system of trails will open to all the opportunity to develop an intimacy with the wealth and splendor of America's outdoor world for a few hours at a time, or on 1-day jaunts, overnight treks, or expeditions lasting a week or more. A system of trails carved through areas both near to, and far from, man and his works will provide many varied and memorable experiences for all who utilize the trails.

The enclosed draft bill is based upon a joint study by the Secretary of the Interior and the Secretary of Agriculture in cooperation with other public and private interests. The bill provides for the establishment of a nationwide system of trails composed of the following four general classes of trails to serve the needs of the American people:

*National scenic trails.*—A relatively small number of lengthy trails which have natural, scenic, or **historic** qualities that give them recreation use potential of national significance. Such trails will be several hundred miles long, may have overnight shelters at appropriate intervals, and may interconnect with other major trails to permit the enjoyment of such activities as hiking or horseback riding. The enclosed bill designates certain trails as national scenic trails for inclusion in the nationwide system, and provides that other trails may be so designated by subsequent legislation. The bill provides that money appropriated for Federal purposes from the land and water conservation fund shall be available to Federal agencies to acquire property for the national scenic trails. By the terms of the Land and Water Conservation Fund Act of 1965, money appropriated from the fund for State purposes would be available to States and their political subdivisions for land acquisition and development for trail purposes. The development of national scenic trails by Federal agencies would be financed by appropriations from the general fund of the Treasury.

*Federal park, forest, and other recreation trails.*—There will be an improvement and expansion of existing trails and the development of additional trails within areas administered by the Secretaries of the Interior and Agriculture in order to enable the public to make use of the distinctive natural, scenic, and **historic** resources of the areas administered by the two Secretaries. Among such areas are the national parks, national forests, national wildlife refuges, Indian Reservations,

and public domain lands. However, appropriate arrangements would need to be made with the Indian tribes and individual Indians involved for rights-of-way or easements across Indian lands. No new legislation is required to authorize the construction of this class of trails. The two Secretaries will request funds for the trails as part of their regular requests for appropriations as they have in the past. The enclosed bill authorizes each Secretary to designate and mark the trails of this class under his administrative jurisdiction as part of the nationwide system of trails.

*State park, forest, and other recreation trails.*—An expansion of trails on lands owned or administered by the States will be encouraged. Only a few States now have major trail development programs underway or planned. Almost half of the States report that they have less than 100 miles of such trails. The enclosed bill directs the Secretary of the Interior to encourage the States to consider needs and opportunities for such trails in the comprehensive statewide outdoor recreation plans and project proposals submitted to the Secretary under the Land and Water Conservation Fund Act of 1965 (78 Stat. 897). Upon the approval by the Secretary of the Interior of trail projects proposed by the States for financial assistance under the fund act, funds would be available for the acquisition and development of the trails from the moneys allocated to the States out of the fund. The bill also directs the Secretary of the Interior, under the authority of the act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under authority vested in him, to encourage the establishment of such trails. The States may designate and mark this class of trails as part of the nationwide system with the approval of the Secretary of the Interior.

*Metropolitan area trails.*—To serve people near their homes, local governments will be encouraged to develop trails designed primarily for day use in and near urban areas. These trails will satisfy the needs of large numbers of people for limited hiking and riding experiences. Whenever possible, the trails will lead directly from urban residential areas. Where appropriate, river and canal banks, utility rights-of-way, abandoned railroad or streetcar beds, and even city streets and sidewalks will be utilized. The enclosed bill directs the Secretary of the Interior to encourage the establishment of metropolitan area trails under the existing authority and procedures of the Land and Water Conservation Fund Act. It also directs the Secretary of Housing and Urban Development to encourage the planning and provision of trails in metropolitan and other urban areas through the existing urban planning assistance program and the urban open-space land program. In addition, the bill directs the Secretary of the Interior, under the authority of the Act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under the authority vested in him, to encourage States, political subdivisions and private interests, including nonprofit organizations, to establish metropolitan area trails. This class of trails may be designated and marked as part of the system by the States or other administering agencies with the approval of the Secretary of the Interior.

As initial units of the nationwide system of trails, the enclosed bill designates four trails located within easy reach of major population centers as national scenic trails:

1. The Appalachian Trail, extending 2,000 miles along the Appalachian Mountains from Maine to Georgia.



2. Continental Divide Trail, extending 3,100 miles along the Continental Divide from near the Mexican border to the Canadian border.

3. Pacific Crest Trail, extending 2,350 miles along the mountain ranges of the west coast States from the Mexican border to the Canadian border.

4. Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia.

The Secretary of the Interior is authorized to select a right-of-way for, and to provide appropriate marking of, the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture is authorized to do likewise for the Continental Divide and Pacific Crest Trails. The rights-of-way for the trails will be of sufficient width to protect natural, scenic, and historic features along the trails and to provide needed public use facilities. The rights-of-way will be located to avoid established uses that are incompatible with the protection of a trail in its natural condition and its use for outdoor recreation. The location, relocation, and marking of the national scenic trails will be coordinated with the various Federal agencies, States, local governments, private organizations, and individuals concerned. Notice of the selection of the trail rights-of-way, and changes therein will be published in the Federal Register.

The Secretary charged with the selection of the rights-of-way for the four national scenic trails is authorized to establish an advisory council for each trail. The council will advise and assist in the selection of the rights-of-way, and the marking and administration of the trail. The advisory council will include representatives of the Federal agencies that administer lands through which the trail passes, of the States involved, and of private organizations having an established and recognized interest in the trail.

The enclosed bill requires the advisory council for the Appalachian Trail to include a sufficient number of members of the Appalachian Trail Conference to represent the various sections of the country through which the trail passes. This provision of the bill recognizes the long history of responsible service of the Appalachian Trail Conference and its more than 40 member clubs which now maintain much of the 2,000-mile length of the trail.

The bill authorizes the heads of Federal agencies, within the exterior boundaries of federally administered areas that are included in the rights-of-way selected for a national scenic trail (1) to enter into written cooperative agreements with private landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

With respect to the lands within a national scenic trail rights-of-way that are outside of the exterior boundaries of federally administered areas, the bill encourages States and local governments (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer these lands or interests therein. If, however, the States or local governments are unable or unwilling to enter into such agreements or to acquire such lands to protect the established route of the trail within 2 years after the selec-



tion of the right-of-way, the Secretary charged with the selection of the rights-of-way is authorized to undertake such agreements with the above parties and State and local governments, and to acquire, develop, and administer the privately owned lands or interests therein. The appropriate Secretary may not, however, acquire the privately owned lands and interests therein by eminent domain without the consent of the owner unless he has made all reasonable efforts to acquire such property by negotiation. And in exercising the power of eminent domain in such cases, he may not acquire the fee title unless he determines the acquisition of lesser interests or written agreements is inadequate.

The Secretary of the Interior will administer the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture will administer the Continental Divide and Pacific Crest Trails. When any portion of one of the above trails is within an area administered by another Federal agency, however, such portion will be administered as the appropriate Secretary and the head of that agency determine, or as directed by the President.

The use of motor vehicles by the general public along national scenic trails will be prohibited. This will not, however, prevent motor vehicles from crossing the trails where necessary, or the use of motor vehicles along the trails for rescue, firefighting, or other emergency purposes. Similarly, it is recognized that additional highways, utility lines, and other vital public facilities may unavoidably be routed across the trails.

The Appalachian Trail Conference will be encouraged to continue its role as the principal guardian of the Appalachian Trail. For over 40 years, thousands of volunteer members of the Appalachian Trail Conference have teamed together to establish and maintain the trail. Their work on the trail has been as important an outdoor recreation activity to them as the enjoyment of hiking and camping along the trail. The enclosed bill will insure that the Appalachian Trail will continue to provide both a source of hiking pleasure to trail conference members and the general public and an opportunity for volunteer work to help maintain the trail.

We estimate the land acquisition cost for the four national scenic trails at approximately \$9,985,000 and the development costs for the first 5 years at approximately \$20 million. Annual operation and maintenance costs for the four trails are expected to be about \$1,177,000 after the fifth year.

The \$9,985,000 land acquisition cost figure would provide for the acquisition of lands or interests therein along those portions of the trails not now in public ownership. This assumes acquisition in fee of an average of 25 acres per mile, as well as the acquisition of scenic easements, as needed, to protect trail values on adjoining lands. The 25-acre-per-mile acquisition in fee would permit a right-of-way averaging about 200 feet in width. We hope, however, that satisfactory written cooperative agreements can be negotiated which will materially reduce the need for land acquisition, and thus the estimated cost.

In keeping with the bill's objective of encouraging cooperation between the Federal agencies, States, local governments and private interests concerned, we anticipate that non-Federal interests will par-

ticipate actively in the acquisition, development, operation, and maintenance of the Appalachian Trail. To the extent of such participation, the need for Federal funds also will be reduced.

The man-years and cost data statement (based on current assumptions and estimates) required by the act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures of appropriated funds exceed \$1 million, is enclosed.

This proposed legislation has been prepared in collaboration with the Secretary of Agriculture and has his approval.

The Bureau of the Budget has advised that the presentation of this proposed legislation would be in accord with the program of the President.

Sincerely yours,

CHARLES F. LUCE,  
*Acting Secretary of the Interior.*

○

Calendar No. 1211

90TH CONGRESS  
2D SESSION

**S. 827**

[Report No. 1233]

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IN THE SENATE OF THE UNITED STATES

FEBRUARY 3, 1967

Mr. JACKSON (for himself, Mr. DOMINICK, and Mr. NELSON) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

JUNE 13, 1968

Reported by Mr. JACKSON, with amendments

[Omit the part struck through and insert the part printed in italic]

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**A BILL**

To establish a nationwide system of trails, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3                               STATEMENT OF POLICY

4       SECTION 1. (a) The Congress finds that in order to pro-  
5       vide for the ever-increasing outdoor recreation needs of an  
6       expanding population and to promote public access to, travel  
7       within, and enjoyment of, the National and State parks,  
8       forests, recreation areas, historic sites, and other areas,  
9       existing trails should be improved and maintained and addi-



1 tional trails should be established both in the remaining  
2 highly scenic and unspoiled areas and in the metropolitan  
3 areas of the Nation.

4                                   NATIONWIDE SYSTEM OF TRAILS

5           (b) To carry out the policy set forth in subsection  
6 (a) of this section, there is hereby established a nation-  
7 wide system of trails composed of (1) trails designated  
8 as "national scenic trails" in this Act or subsequent Acts of  
9 Congress; (2) park, forest, and other recreation trails on  
10 lands within areas administered by the Secretary of the  
11 Interior or the Secretary of Agriculture when designated by  
12 the appropriate Secretary; (3) park, forest, and other recrea-  
13 tion trails on lands administered by the States when desig-  
14 nated by the States and approved by the Secretary of the  
15 Interior; and (4) recreation trails on lands in and near  
16 metropolitan areas when designated by the administering  
17 agency and approved by the Secretary of the Interior. The  
18 Secretary of the Interior and the Secretary of Agriculture,  
19 in consultation with the appropriate Federal agencies, States,  
20 local governments, private organizations, and advisory coun-  
21 cils, shall select a uniform marker for the nationwide system  
22 of trails, and shall provide for the placement upon the uni-  
23 form marker of a distinctive symbol for each national scenic  
24 trail.

## 1                    DEFINITION OF NATIONAL SCENIC TRAILS

2            ~~SEC. 2 (a) A national scenic trail eligible to be in-~~  
3 ~~cluded in the system is an extended trail which has natural,~~  
4 ~~scenic, or historic qualities that give the trail recreation use~~  
5 ~~potential of national significance.~~

6            *SEC. 2. (a) A national scenic trail eligible to be included*  
7 *in the system is an extended trail which has natural historic*  
8 *and scenic qualities that give the trail recreation use potential*  
9 *of national significance. Such trails could be several hundred*  
10 *miles long, have overnight shelters at appropriate intervals,*  
11 *and be interconnected with other major trails to permit the*  
12 *enjoyment of extended hiking or riding experiences. A stand-*  
13 *ard of excellence in the routing, construction, maintenance,*  
14 *and marking consistent with each trail's character and pur-*  
15 *pose should distinguish all national scenic trails. Each should*  
16 *stand out in its own right as a recreation resource of super-*  
17 *lative quality and physical challenge, and might extend*  
18 *through or into several States.*

19            (b) The following trails are hereby designated as “na-  
20 tional scenic trails”:

21            (1) The Appalachian Trail, a trail of some two thou-  
22 sand miles, extending generally along the Appalachian  
23 Mountains from Mount Katahdin, Maine, to Springer Moun-  
24 tain, ~~Georgia.~~ Georgia, following the route as generally de-

1 *picted on the map numbered NST-AT-101 which shall be on*  
2 *file and available for public inspection in the office of the*  
3 *Director, National Park Service.*

4       (2) Continental Divide Trail, a three thousand one hun-  
5 dred mile trail extending from near the Mexican border in  
6 southwestern New Mexico northward generally along the  
7 Continental Divide to the Canadian border in Glacier Na-  
8 tional park. Continental Divide Trail, northern sector, an  
9 approximately one thousand two hundred mile segment of the  
10 Continental Divide Trail, extending from the Canadian  
11 border in Glacier National Park southward generally along  
12 the Continental Divide to the intersection of the divide with  
13 the southern boundary of the Bridger National Forest, fol-  
14 lowing the route as generally depicted on the map numbered  
15 NST-CDT-101 which shall be on file and available for pub-  
16 lic inspection in the Office of the Chief, Forest Service.

17       (3) Pacific Crest Trail, a two thousand three hundred  
18 and fifty mile trail extending from the Mexican-California  
19 border northward generally along the mountain ranges of  
20 the west coast States to the Canadian-Washington border  
21 near Lake ~~Ross~~ Ross, following the route as generally de-  
22 picted on the map numbered NST-PC-103, which shall be  
23 on file and available for public inspection in the office of the  
24 Chief, Forest Service.

25       (4) Potomac Heritage Trail, an eight hundred and



1 twenty-five mile trail extending generally from the mouth  
 2 of the Potomac River to its sources in Pennsylvania and  
 3 West Virginia, including the one hundred and seventy mile  
 4 Chesapeake and Ohio Canal ~~towpath~~ *towpath*, following  
 5 the route as generally depicted on the map numbered NST-  
 6 PH-102, which shall be on file and available for public  
 7 inspection in the office of the Director, National Park Service.

#### 8 FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL

#### 9 NATIONAL SCENIC TRAILS

10 (c) The Secretary of the Interior, and the Secretary of  
 11 Agriculture where lands administered by him are involved,  
 12 shall make studies of the feasibility and desirability (includ-  
 13 ing costs and benefits) of designating other trails as national  
 14 scenic trails. Such studies shall be made in consultation  
 15 with the heads of other Federal agencies administering lands  
 16 through which the trails would pass and in cooperation with  
 17 interested interstate, State, local governmental and private  
 18 agencies and organizations concerned. The two Secretaries  
 19 shall submit the studies to the President, together with their  
 20 recommendations resulting therefrom for the inclusion of any  
 21 or all such trails in the system, and the President shall sub-  
 22 mit to the Congress such recommendations, including legis-  
 23 lation, as he deems appropriate. The studies ~~may~~ *shall* in-  
 24 clude, among others, all or appropriate portions of—

25 (1) *Continental Divide Trail, southern sector, an*

1       *approximately one thousand nine hundred mile segment*  
2       *of the Continental Divide Trail, extending from near*  
3       *the Mexican border in southwestern New Mexico north-*  
4       *ward generally along the Continental Divide to the*  
5       *intersection of the divide with the southern boundary*  
6       *of the Bridger National Forest.*

7       ~~(1)~~ (2) Chisholm Trail, from San Antonio, Texas,  
8       approximately seven hundred miles north through Okla-  
9       homa to Abilene, Kansas.

10       ~~(2)~~ (3) Lewis and Clark Trail, from St. Louis,  
11       Missouri, approximately four thousand six hundred miles  
12       to the Pacific Ocean in Oregon, following both the out-  
13       bound and inbound routes of the Lewis and Clark  
14       Expedition.

15       ~~(3)~~ (4) Natchez Trace, from Nashville, Tennessee,  
16       approximately six hundred miles to Natchez, Mississippi.

17       ~~(4)~~ (5) North Country Trail, from the Appalach-  
18       ian Trail in Vermont, approximately three thousand two  
19       hundred miles through the States of New York, Penn-  
20       sylvania, Ohio, Michigan, Wisconsin, and Minnesota,  
21       to the Lewis and Clark Trail in North Dakota.

22       ~~(5)~~ (6) Oregon Trail, from Independence, Mis-  
23       souri, approximately two thousand miles to near Fort  
24       Vancouver, Washington.

25       ~~(6)~~ (7) Santa Fe Trail, from Independence, Mis-

souri, approximately eight hundred miles to Santa Fe,  
New Mexico.

~~(7)~~ (8) Long Trail, extending two hundred and  
fifty-five miles from the Massachusetts border northward  
through Vermont to the Canadian border.

~~(8)~~ (9) Mormon Trail, extending from Nauvoo,  
Illinois, to Salt Lake City, Utah, through the States of  
Iowa, Nebraska, and Wyoming.

(10) *Gold Rush Trails in Alaska.*

(11) *Mormon Battalion Trail, extending two thou-  
sand miles from Mt. Pisgah, Iowa, through Kansas, Colo-  
rado, New Mexico and Arizona to Los Angeles, Cali-  
fornia.*

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of the Interior shall select the rights-  
of-way for trails designated as national scenic trails by sub-  
section (b) of this section, paragraphs (1) and (4), and  
the Secretary of Agriculture shall select the rights-of-way for  
the trails designated by paragraphs (2) and (3). Such  
rights-of-way shall be (1) of sufficient width and so located  
to provide the maximum retention of protect natural condi-  
tions, scenic and historic features, and primitive character of  
the trail area, to provide campsites, shelters, and related  
public-use facilities, and to provide reasonable public access;



1 *access: Provided, however, That acquisitions in fee or lesser*  
2 *interests (including scenic easements) which are acquired*  
3 *other than by agreement with the landowner shall not exceed*  
4 *a total of fifty acres per mile but acquisition in fee shall not*  
5 *exceed twenty-five acres per mile; and (2) located to avoid,*  
6 *insofar as practicable, established highways, motor roads,*  
7 *mining areas, power transmission lines, existing commercial*  
8 *and industrial developments, range fences and improvements,*  
9 *private operations, and any other activities that would be*  
10 *incompatible with the protection of the trail in its natural*  
11 *condition and its use for outdoor recreation. Where prac-*  
12 *ticable, the right-of-way for the Appalachian Trail shall in-*  
13 *clude lands protected for it under agreements in effect on*  
14 *January 1, 1966, to which Federal agencies and States were*  
15 *parties. The location and width of a national scenic trail*  
16 *right-of-way across Federal lands under the jurisdiction of*  
17 *another Federal agency shall be by agreement between the*  
18 *head of that agency and the appropriate Secretary. In select-*  
19 *ing a right-of-way, the appropriate Secretary shall obtain*  
20 *the advice and assistance of the States, local governments,*  
21 *private organizations, landowners, the land users concerned,*  
22 *and the advisory council established under subsection (f)*  
23 *of this section. The appropriate Secretary may revise the*  
24 *location and width of a right-of-way from time to time as*  
25 *required by circumstances, with the consent of the head of*

1 any other Federal agency involved, and with the advice  
2 and assistance of the aforesaid States, local governments,  
3 private organizations, landowners, land users, and the ad-  
4 visory council.

5 The appropriate Secretary shall publish notice of the  
6 selection of a right-of-way in the Federal Register, together  
7 with appropriate maps and descriptions. If in his judgment  
8 changes in the right-of-way become desirable, he shall make  
9 the changes in the same manner.

10 MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

11 (e) The Secretary of the Interior and the Secretary of  
12 Agriculture, in consultation with the Federal agencies, States,  
13 local governments, private organizations concerned, and the  
14 advisory councils, shall erect and maintain the uniform  
15 marker for the nationwide system of trails at appropriate  
16 points along each national scenic trail route, and shall select  
17 a symbol for each such trail for placement upon the uniform  
18 marker. Where the trail route passes through Federal lands,  
19 such marker shall be erected and maintained by the Federal  
20 agency administering the lands. Where the trail route passes  
21 through non-Federal lands and is administered under co-  
22 operative agreements, the Secretary of the Interior and the  
23 Secretary of Agriculture shall require the cooperating agen-  
24 cies to erect and maintain such marker.

## 1       ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

2       (f) The Secretary charged with the selection of the  
3 right-of-way for a national scenic trail ~~may~~ *shall* establish an  
4 advisory council for each such trail. The appropriate Secre-  
5 tary shall consult with any such council from time to time  
6 with respect to matters relating to the trail, including the  
7 selection of the right-of-way, the selection, erection, and  
8 maintenance of the markers along the trail route, and the ad-  
9 ministration of the trail. The members of an advisory council  
10 shall be appointed for a term not to exceed five years by the  
11 appropriate Secretary as follows:

12           (1) A member appointed to represent each Fed-  
13 eral department or independent agency administering  
14 lands through which the trail route passes and each ap-  
15 pointee shall be the person designated by the head of  
16 such department or agency.

17           (2) A member appointed to represent each State  
18 through which the trail passes and such appointments  
19 shall be made from recommendations of the Governors  
20 of such States.

21           (3) One or more members appointed to represent  
22 *landowners and* private organizations that, in the opinion  
23 of the Secretary, have an established and recognized  
24 interest in the trail and such appointments shall be  
25 made from recommendations of *landowners and* the



heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) *subject to limitations set forth in subsection (d) hereof*, acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

1       (h) The Secretary of the Interior, in the exercise of  
2 his exchange authority, may accept title to any non-Federal  
3 property within the right-of-way, and in exchange therefor  
4 he may convey to the grantor of such property any fed-  
5 erally owned property under his jurisdiction which is located  
6 in the States through which the trail passes and which he  
7 classifies as suitable for exchange or other disposal. The  
8 values of the properties so exchanged either shall be approx-  
9 imately equal, or if they are not approximately equal the  
10 values shall be equalized by the payment of cash to the  
11 grantor or to the Secretary as the circumstances require.  
12 The Secretary of Agriculture, in the exercise of his exchange  
13 authority, may utilize authorities and procedures available  
14 to him in connection with exchanges of national forest lands.

15       (i) Where the lands included in a national scenic trail  
16 right-of-way are outside of the exterior boundaries of fed-  
17 erally administered areas, the States or local governments  
18 involved shall be encouraged (1) to enter into written  
19 cooperative agreements with landowners, private organiza-  
20 tions, and individuals in order to develop, operate, and  
21 maintain the trail; and (2) to acquire, develop, and admin-  
22 ister such lands or interests therein: *Provided*, That if the  
23 State or local governments fail to enter into such agreements  
24 or to acquire such lands or interests therein within two years  
25 after the selection of the right-of-way, the Secretary charged

1 with the selection of the right-of-way may (1) enter into  
2 such agreements with landowners, States, local governments,  
3 private organizations, and individuals; and (2) acquire pri-  
4 vate lands or interests therein by donation, purchase with  
5 donated or appropriated funds, or exchange, and may de-  
6 velop and administer such lands or interests therein: *Pro-*  
7 *vided further,* That exchanges shall be governed by the  
8 provisions of subsection (h) of this section: *And provided*  
9 *further,* That the appropriate Secretary shall utilize con-  
10 demnation proceedings without the consent of the owner to  
11 acquire private lands or interests therein pursuant to this  
12 subsection only in cases where, in his judgment, all reason-  
13 able efforts to acquire such lands or interests therein by  
14 negotiation have failed, and in such cases he shall acquire  
15 the fee title only where, in his judgment, lesser interests  
16 in land (including scenic easements) or written agreements  
17 are not ~~adequate~~ *adequate, but such acquisitions may be*  
18 *made only to the extent authorized in subsection (d) of this*  
19 *section: And provided further,* That neither Secretary may  
20 acquire lands, waters, or interests therein by condemnation  
21 without the owner's consent when 60 per centum or more of  
22 the acreage within the entire national scenic trail area is  
23 owned by Federal, State, or local governmental agencies, but  
24 this limitation shall not apply to the acquisition of scenic ease-  
25 ments. Money appropriated for Federal purposes from the



1 land and water conservation fund shall be available for the  
2 acquisition of property for the purposes of this section.

3 (j) The Secretary of the Interior shall develop and  
4 administer the Appalachian and Potomac Heritage Trails  
5 and the Secretary of Agriculture shall develop and adminis-  
6 ter the Continental Divide and Pacific Crest Trails, except  
7 that any portion of any such trail that is within areas  
8 administered by another Federal agency shall be adminis-  
9 tered in such manner as may be agreed upon by the appro-  
10 priate Secretary and the head of that agency, or as directed  
11 by the President. The Federal agencies shall coordinate  
12 their efforts to provide uniform administration and protec-  
13 tion of the national scenic trails, and shall give encourage-  
14 ment to, and cooperate with, States, local governments,  
15 private organizations, and individuals in promoting the pur-  
16 poses of this section.

17 National scenic trails shall be administered, protected,  
18 developed, and maintained to retain their natural, scenic,  
19 and historic features; and provision may be made for camp-  
20 sites, shelters, and related public-use facilities; and other  
21 ~~uses~~ *uses, including reasonable crossings*, that will not sub-  
22 stantially interfere with the nature and purposes of the trails  
23 may be permitted or authorized, as appropriate: *Provided*,  
24 That the use of motorized vehicles by the general public  
25 along any national scenic trail shall be prohibited, and the

1 Appalachian Trail shall be developed and maintained pri-  
2 marily as a footpath to retain its ~~primeval~~ *natural* environ-  
3 ment: *Provided further*, That the Federal laws and regula-  
4 tions applicable to Federal lands or areas included in any na-  
5 tional scenic trail shall continue to apply to the extent  
6 agreed upon by the appropriate Secretary and the head  
7 of the agency having jurisdiction over the Federal lands  
8 involved, or as directed by the President.

9       The appropriate Secretary, with the concurrence of the  
10 heads of any other Federal agencies administering lands  
11 through which a national scenic trail passes, and after con-  
12 sultation with the States, local governments, and private  
13 organizations concerned, and any advisory council estab-  
14 lished under subsection (f) of this section, may issue regula-  
15 tions, which may be revised from time to time, governing  
16 protection, management, use, development, and administra-  
17 tion of a national scenic trail. Any person who violates a  
18 regulation issued pursuant to this Act shall be guilty of a  
19 misdemeanor, and may be punished by a fine of not more  
20 than \$500, or by imprisonment not exceeding six months,  
21 or by both such fine and imprisonment.

22       (k) There are hereby authorized to be appropriated  
23 such sums as may be necessary to carry out the provisions  
24 of this ~~section.~~ *section, but not to exceed \$10,000,000, for*

1 *land acquisition during the five-year period beginning with*  
2 *the enactment of this Act. No funds for development of the*  
3 *Continental Divide Trail shall be appropriated until sixty*  
4 *days after the Secretary of Agriculture shall submit detailed*  
5 *plans for such development to the respective Committees on*  
6 *Interior and Insular Affairs of the Senate and House of*  
7 *Representatives.*

8 FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

9 SEC. 3. (a) The Secretary of the Interior and the  
10 Secretary of Agriculture are directed to improve, expand,  
11 and develop park, forest, and other recreation trails for  
12 hiking, horseback riding, cycling, and other related uses on  
13 lands within areas administered by them: *Provided*, That  
14 the use of motorized vehicles by the general public shall  
15 be prohibited on such trails within (1) the natural and  
16 historical areas of the national park system; (2) the national  
17 wildlife refuge system; (3) the national wilderness preser-  
18 vation system; and (4) other Federal lands where trails  
19 are designated as being closed to such use by the appropriate  
20 Secretary. Such trails may be designated and suitably marked  
21 as part of the nationwide system of trails by the appropriate  
22 Secretary.

23 (b) Whenever the Secretary of the Interior makes any  
24 conveyance of land under any of the public land laws, he



1 may reserve a right-of-way for trails to the extent he deems  
2 necessary to carry out the purposes of this Act.

3 STATE AND METROPOLITAN AREA TRAILS

4 SEC. 4. (a) The Secretary of the Interior is directed to  
5 encourage States to consider, in their comprehensive state-  
6 wide outdoor recreation plans and proposals for financial  
7 assistance for State and local projects submitted pursuant to  
8 the Land and Water Conservation Fund Act, needs and  
9 opportunities for establishing park, forest, and other recrea-  
10 tion trails on lands owned or administered by States, and  
11 recreation trails on lands in or near urban areas. He is  
12 further directed, in accordance with the authority contained  
13 in the Act of May 28, 1963 (77 Stat. 49), to encourage  
14 States, political subdivisions, and private interests, including  
15 nonprofit organizations, to establish such trails.

16 (b) The Secretary of Housing and Urban Develop-  
17 ment is directed, in administering the program of compre-  
18 hensive urban planning and assistance under section 701 of  
19 the Housing Act of 1954, to encourage the planning of  
20 recreation trails in connection with the recreation and trans-  
21 portation planning for metropolitan and other urban areas.  
22 He is further directed, in administering the urban open-  
23 space program under title VII of the Housing Act of 1961,  
24 to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

## UTILITY RIGHTS-OF-WAY

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized, with the cooperation of the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction, control over, or information concerning the use, abandonment, or disposition of rights-of-way and similar properties that may be suitable for trail route purposes, to develop effective procedures to assure that, wherever practicable, utility rights-of-way or similar properties having value for trail route purposes may be made available for such use.





A BILL

To establish a nationwide system of trails, and  
for other purposes.

By Mr. JACKSON, Mr. DOMINICK, and Mr.  
NELSON

FEBRUARY 3, 1967

Read twice and referred to the Committee on Interior  
and Insular Affairs

JUNE 13, 1968

Reported with amendments







June 27, 1968

HOUSE

- SCENIC REIVER: RECLAMATION, TRAILS: - <sup>3</sup> The Interior and Insular Affairs Committee voted to report (but did not actually report) the following bills: H. R. 4865, amended, to establish a system of nationwide trails, and S. 6, amended, authorization to operate, construct, and maintain the first stage of the Oahe unit, James Division, Missouri River Basin project, S. Dak. p. D614
9. HIGHWAYS. The "Daily Digest" states the Rules Committee "granted an open rule ...on H. R. 17134, the 1970-71 highway construction authorization." p. D614
10. HOUSING. The "Daily Digest" states the Rules Committee "granted an open rule ...on H. R. 17989, to assist in the provision of housing for low- and moderate-income families, and to extend and amend laws relating to housing and urban development." p. D614
11. DEFENSE PRODUCTION. Concurred in Senate amendments to H. R. 17268, to extend the Defense Production Act for two years, from June 30, 1968, to June 30, 1970, and to require the Comptroller General to formulate uniform accounting standards for all negotiated prime contract and subcontract defense procurements in excess of \$100,000, including standards from which production costs and profits by individual order can be accurately determined and within 18 months of the enactment of the bill, to recommend legislation to put the uniform accounting standards into effect (p. S5715). This bill will now be sent to the President.
12. TAXATION; EXPENDITURES. Rep. Smith, Okla., explained why he voted against the revenue expenditure control bill. pp. H5788-9
13. CONSERVATION. Conferees were given until Sat., midnight, June 29, to file a report on S. 1401, to amend the Land and Water Conservation Fund Act. pp. H5719-20
14. LEGISLATIVE PROGRAM. Rep. Albert announced the legislative program for next week as follows: on Monday the National School Lunch Act bills, Cradle of Forestry, Federal employees leave for funerals of certain relatives and for National Guard duty bills and proposed Federal Aid Highway Act of 1968. On Tuesday and the balance of the week: the Transportation Department appropriation bill and marketing orders on pears for canning or freezing bill. p. H5753

SENATE

15. APPROPRIATIONS. A subcommittee of the Appropriations Committee approved for full committee action with amendments H. R. 17023, 1969 appropriations for independent agencies and HUD. p. D610
16. OCEANOGRAPHY; WEIGHTS AND MEASURES. The Commerce Committee voted to report (but did not actually report) H. R. 13781, to authorize funds for sea-grant colleges and ocean exploration and H. R. 3136, to authorize a study on the increased use of the metric system in the U. S. p. D610
17. TRANSPORTATION. A subcommittee of the Commerce Committee approved for full committee action S. 751, to require establishment of through routes and joint rates between motor carriers and other common carriers. p. D610

18. FLOOD CONTROL; POLLUTION; HIGHWAYS; WATERSHEDS. The Public Works Committee voted to report (but did not actually report) the following: An original omnibus rivers and harbors flood control bill; S. 2525, to control pollution from vessels within navigable waters; S. 3418, 1970-71 highway authorization bill (reconsidered and approved with additional amendments); and several watershed projects. p. D611

EXTENSION OF REMARKS

19. 4-H CLUBS. Rep. Giaimo inserted an article on 4-H activities in the city. p. E5889
20. HOUSING. Rep. Culver inserted an editorial supporting proposed housing bill. p. E5890  
Rep. Rooney/<sup>Pa.</sup> inserted HUD Secretary Weaver's speech explaining provisions of the proposed housing bill. pp. E5905-6
21. FEDERAL AID. Rep. Ashbrook praised Rep. Roth's study on federal aid. p. E5891
22. EMPLOYMENT. Rep. Wolff inserted an article on a Long Island Company's effort to fight poverty by training youths for jobs. p. E5895
23. TAXATION. Several Reps. praised and others opposed the revenue-expenditure control package. pp. E5896, E5925, E5929-30, E5952-4, E5911-2, E5935-6, E5968-9
24. NATIONAL PARK. Rep. Cohelan and Rep. Ottingen inserted articles supporting a National Redwood Park. pp. E5900-1, E5954-5
25. HUNGER. Rep. Gathings inserted an editorial critical of CBS' documentary on hunger. p. E5912
26. TRAINING; FARMING. Rep. Jones, N. C., spoke in favor of vocational agriculture. p. E5914
27. FARM INCOME. Rep. Zwack inserted an editorial on lack of "growth" in agricultural sector. p. E5921
28. FOREIGN AID. Rep. Hanna inserted an article showing the need and the opportunity for private resources to invest in our foreign aid program. pp. E5956-7
29. ELECTRIFICATION. Rep. O'Konski inserted resolutions of the Wisc. Electric Cooperative suggesting programs which result in continued growth of rural electric cooperatives. p. E5907

BILLS INTRODUCED

30. LANDS. H. R. 18210 by Rep. Randall, to regulate the granting of permits for private use of publicly owned lands within the District of Columbia; to District of Columbia Committee. Remarks of author p. H5782  
H. R. 18211 by Rep. Randall, to regulate the granting of permits for private







Senate July 1, 1968

- 3 -

water and sewer grants prior to completion of a comprehensive plan, increase the amount of unsold insured loans that may be made out of the fund, raise the aggregate annual limits on grants, and remove the annual ceiling on insured loans; and H. R. 17752, to provide indemnity payments to dairy farmers. p. D626

9. CONSERVATION. Received the conference report on S. 1401, to amend title I of the Land and Water Conservation Fund Act of 1965 (H. Rept. 1598). p. H5881
10. HEALTH. The Rules Committee reported a resolution for the consideration of H. R. 15758, to amend the Public Health Service Act, to extend and improve regional medical programs, to extend the authorization of grants for health of migratory agricultural workers, and to provide for specialized facilities for alcoholics and narcotic addicts. p. H5882
11. HOUSING. The Rules Committee reported a resolution for the consideration of H. R. 17989, to assist in the provision of housing for low- and moderate-income families, and to extend and amend laws relating to housing and urban development. p. H5882  
Rep. Widnall inserted his supplemental views on the housing bill. pp. H5856-8  
Rep. St. Germain commended the housing bill and inserted a supporting editorial. pp. H5879-80
12. TECHNICAL SERVICES. The Interstate and Foreign Commerce Committee reported with amendment H. R. 16824, to extend for an additional year the authorization of appropriations under the State Technical Services Act of 1965 (H. Rept. 1607). p. H5882
13. FARM PROGRAM. Rep. Madden spoke against extending farm subsidies through 1970 and inserted a letter from the American Farmer Bureau Federation urging the defeat of H. R. 17126, the farm bill. p. H5856

#### SENATE

14. WATER RESOURCES. The Interior and Insular Affairs Committee reported without amendment S. 3575, to authorize the Secretary of the Interior to engage in feasibility investigations of certain water resource developments (S. Rept. 1347). p. S7953
15. RECREATION. The Interior and Insular Affairs Committee reported with amendment H. R. 9098, to revise the boundaries of the Badlands National Monument in the State of S. Dak., to authorize exchange of land mutually beneficial to the Oglala Sioux Tribe and the United States (S. Rept. 1349). p. S7953  
Passed with amendments S. 827, to establish a nationwide system of trails (pp. S7961-71). Agreed to committee amendments en bloc (p. S7964). Agreed to Sen. Symington's amendment to include the Potomac Heritage Trail in Va. between Great Falls Park and Spout Run to be developed and maintained primarily as a footpath (p. S7964).

16. APPROPRIATIONS. The Appropriations Committee reported with amendments H.R. 18038, the legislative branch appropriation bill, 1969 (S. Rept. 1350). p. S7953
17. HIGHWAYS. Passed with amendments S. 3418, to authorize appropriations for the fiscal years 1970-71 for the construction of certain highways in accordance with title 23 of the United States Code (pp. S8015-44, S8053-4, S8056-63). Agreed to committee amendments en bloc (p. S8042). Agreed to Sen. Jackson's amendment that in highway construction an effort be made to preserve the natural beauty of the countryside, public parks, and recreation lands, wildlife refuges, and historic sites (p. S8042). Agreed to Sen. Spong's amendments to make it possible for the District of Columbia to participate in a relocation assistance and land acquisition program (p. S8044) and to allow the District of Columbia to transfer certain land to Interior in exchange or as replacement for park, parkway, and playground lands transferred to the District for public purposes (p. S8044).
18. FLOOD CONTROL. Began consideration of S. 3710, to authorize the construction, repair, and preservation of certain public works on rivers and harbors for navigation, flood control, and for other purposes. pp. S8063-4
19. WILDERNESS. The Interior and Insular Affairs Committee voted to report (but did not actually report) the following wilderness bills: S. 4739, to authorize the Secretary of the Interior to grant long term leases with respect to lands in the El Portal administrative site adjacent to Yosemite National Park, Calif., S. 1385, to amend section 3 of the "Act to provide for the disposal of materials on the public lands of the United States" relating to the disposition by Interior of moneys obtained from the sale of materials from public lands, S. 3379, to designate certain lands in the Great Swamp National Wildlife Refuge, Morris Co., N. J., as wilderness, S. 3343, to designate certain lands in the Pelican Island National Wildlife Refuge, Indian River Co., Fla., as wilderness, and S. 3502, to designate certain lands in the Seney, Huron Islands, and Michigan Islands National Wildlife Refuges in Mich., the Gravel Island and Green Bay National Wildlife Refuges in Wisc., and the Moosehorn National Wildlife Refuge in Maine, as wilderness. pp. D624-5
20. TRADE. Sen. Hansen expressed concern over "America's increasingly unfavorable balance of trade" and inserted supporting articles. pp. S7991-2
21. RADIATION. Sen. Hart inserted Sen. Bartlett's statement outlining his proposed amendments to the proposed Radiation Control Act of 1968. pp. S7994-5
22. TOBACCO. Sen. Moss expressed pleasure at the report that people are "decreasing their use of tobacco." pp. S8011-13
23. GRAPES. Sen. Murphy was appalled at reports that New York City government has entered into a secondary boycott by New York City retail grocery chain stores against the use of Calif. table grapes and inserted related articles. p. S8064



tee on Labor and Public Welfare be authorized to meet during the session of the Senate today.

The PRESIDING OFFICER. Without objection, it is so ordered.

## NATIONWIDE SYSTEM OF TRAILS

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Calendar No. 1211, Senate bill 827.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. S. 827 to establish a nationwide system of trails, and for other purposes.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill which had been reported from the Committee on Interior and Insular Affairs with amendments, on page 3, after line 1, strike out:

SEC. 2. (a) A national scenic trail eligible to be included in the system is an extended trail which has natural, scenic, or historic qualities that give the trail recreation use potential of national significance.

And, in lieu thereof, insert:

SEC. 2. (a) A national scenic trail eligible to be included in the system is an extended trail which has natural historic and scenic qualities that give the trail recreation use potential of national significance. Such trails could be several hundred miles long, have overnight shelters at appropriate intervals, and be interconnected with other major trails to permit the enjoyment of extended hiking or riding experiences. A standard of excellence in the routing, construction, maintenance and marking consistent with each trail's character and purpose should distinguish all national scenic trails. Each should stand out in its own right as a recreation resource of superlative quality and physical challenge, and might extend through or into several States.

In line 22, after the word "extending" strike out "generally"; in line 23, after the word "Mountain," strike out "Georgia." and insert "Georgia, following the route as generally depicted on the map numbered NST-AT-101 which shall be on file and available for public inspection in the office of the Director, National Park Service."; on page 4, in line 4, after "(2)" strike out "Continental Divide Trail, a three thousand one hundred mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National park."; and, in lieu thereof, insert "Continental Divide Trail, northern sector, an approximately one thousand two hundred mile segment of the Continental Divide Trail, extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to the intersection of the divide with the southern boundary of the Bridger National Forest, following the route as generally depicted on the map numbered NST-CDT-101 which shall be on file and available for public inspection in the Office of the Chief, Forest Service."; in line 21, after the word "Lake" strike out "Ross." and insert "Ross, following the route as generally depicted on the map numbered NST-PC-103, which shall be

on file and available for public inspection in the office of the Chief, Forest Service."

On page 5, line 4, after the word "Canal" strike out the word "towpath." and insert "towpath, following the route as generally depicted on the map numbered NST-PH-102, which shall be on file and available for public inspection in the office of the Director, National Park Service."; in line 23, after the word "studies" strike out "may" and insert "shall"; after line 24, insert:

(1) Continental Divide Trail, southern sector, an approximately one thousand nine hundred mile segment of the Continental Divide Trail, extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the southern boundary of the Bridger National Forest.

On page 6, at the beginning of line 7, strike out "(1)" and insert "(2)"; at the beginning of line 10, strike out "(2)" and insert "(3)"; at the beginning of line 15, strike out "(3)" and insert "(4)"; at the beginning of line 17, strike out "(4)" and insert "(5)"; at the beginning of line 22, strike out "(5)" and insert "(6)"; at the beginning of line 25, strike out "(6)" and insert "(7)" on page 7, at the beginning of line 3, strike out "(7)" and insert "(8)"; at the beginning of line 6, strike out "(8)" and insert "(9)"; after line 8, insert:

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending two thousand miles from Mt. Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

In line 21, after the word "to" strike out "provide the maximum retention of" and insert "protect"; in line 24, after the word "public" strike out "access;" and insert "access: *Provided, however, That acquisitions in fee or lesser interests (including scenic easements) which are acquired other than by agreement with the landowner shall not exceed a total of fifty acres per mile but acquisition in fee shall not exceed twenty-five acres per mile;*"; on page 10, line 3, after the word "trail" strike out "may" and insert "shall"; at the beginning of line 22 insert "landowners and"; in line 25, after the word "of" insert "landowners and"; on page 11, at the beginning of line 23, insert "subject to limitations set forth in subsection (d) hereof"; on page 13, line 17, after the word "not" strike out "adequate" and insert "adequate, but such acquisitions may be made only to the extent authorized in subsection (d) of this section: And *provided further, That neither Secretary may acquire lands, waters, or interests therein by condemnation without the owner's consent when 60 per centum or more of the acreage within the entire national scenic trail area is owned by Federal, State, or local governmental agencies, but this limitation shall not apply to the acquisition of scenic easements.*"; on page 14, at the beginning of line 21, strike out the word "uses" and insert "uses, including reasonable crossings"; on page 15, line 2, after the word "its" strike out "primeval" and insert "natural"; and in line 24, after the word "this" strike out "section." and insert "section, but not to exceed \$10,000,000, for land acquisition during

the five-year period beginning with the enactment of this Act. No funds for development of the Continental Divide Trail shall be appropriated until sixty days after the Secretary of Agriculture shall submit detailed plans for such development to the respective Committees on Interior and Insular Affairs of the Senate and House of Representatives."; so as to make the bill read:

S. 827

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## STATEMENT OF POLICY

SECTION 1. (a) The Congress finds that in order to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote public access to, travel within, and enjoyment of, the National and State parks, forests, recreation areas, historic sites, and other areas, existing trails should be improved and maintained and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation.

## NATIONWIDE SYSTEM OF TRAILS

(b) To carry out the policy set forth in subsection (a) of this section, there is hereby established a nationwide system of trails composed of (1) trails designated as "national scenic trails" in this Act or subsequent Acts of Congress; (2) park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; (3) park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior; and (4) recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior. The Secretary of the Interior and the Secretary of Agriculture, in consultation with the appropriate Federal agencies, States, local governments, private organizations, and advisory councils, shall select a uniform marker for the nationwide system of trails, and shall provide for the placement upon the uniform marker of a distinctive symbol for each national scenic trail.

## DEFINITION OF NATIONAL SCENIC TRAILS

SEC. 2. (a) A national scenic trail eligible to be included in the system is an extended trail which has natural historic and scenic qualities that give the trail recreation use potential of national significance. Such trails could be several hundred miles long, have overnight shelters at appropriate intervals, and be interconnected with other major trails to permit the enjoyment of extended hiking or riding experiences. A standard of excellence in the routing, construction, maintenance, and marking consistent with each trail's character and purpose should distinguish all national scenic trails. Each should stand out in its own right as a recreation resource of superlative quality and physical challenge, and might extend through or into several States.

(b) The following trails are hereby designated as "national scenic trails":

(1) The Appalachian Trail, a trail of some two thousand miles, extending along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, following the route as generally depicted on the map numbered NST-AT-101 which shall be on file and available for public inspection in the office of the Director, National Park Service.

(2) Continental Divide Trail, northern sector, an approximately one thousand two hundred mile segment of the Continental Divide Trail, extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to



the intersection of the divide with the southern boundary of the Bridger National Forest, following the route as generally depicted on the map numbered NTS-CDT-101 which shall be on file and available for public inspection in the Office of the Chief, Forest Service.

(3) Pacific Crest Trail, a two thousand three hundred and fifty mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map numbered NST-PC-103, which shall be on file and available for public inspection in the office of the Chief, Forest Service.

(4) Potomac Heritage Trail, an eight hundred and twenty-five mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one hundred and seventy mile Chesapeake and Ohio Canal towpath, following the route as generally depicted on the map numbered NST-PH-102, which shall be on file and available for public inspection in the office of the Director, National Park Service.

#### FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL NATIONAL SCENIC TRAILS

(c) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make studies of the feasibility and desirability (including costs and benefits) of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which the trails would pass and in cooperation with interested interstate, State, local governmental and private agencies and organizations concerned. The two Secretaries shall submit the studies to the President, together with their recommendations resulting therefrom for the inclusion of any or all such trails in the system, and the President shall submit to the Congress such recommendations, including legislation, as he deems appropriate. The studies shall include, among others, all or appropriate portions of—

(1) Continental Divide Trail, southern sector, an approximately one thousand nine hundred mile segment of the Continental Divide Trail, extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the southern boundary of the Bridger National Forest.

(2) Chisholm Trail, from San Antonio, Texas, approximately seven hundred miles north through Oklahoma to Abilene, Kansas.

(3) Lewis and Clark Trail, from St. Louis, Missouri, approximately four thousand six hundred miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(4) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(5) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(6) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(7) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(8) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(9) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending two thousand miles from Mt. Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of the Interior shall select the rights-of-way for trails designated as national scenic trails by subsection (b) of this section, paragraphs (1) and (4), and the Secretary of Agriculture shall select the rights-of-way for the trails designated by paragraphs (2) and (3). Such rights-of-way shall be (1) of sufficient width and so located to protect natural conditions, scenic and historic features, and primitive character of the trail area, to provide campsites, shelters, and related public-use facilities, and to provide reasonable public access: *Provided, however*, That acquisitions in fee or lesser interests (including scenic easements) which are acquired other than by agreement with the landowner shall not exceed a total of fifty acres per mile but acquisition in fee shall not exceed twenty-five acres per mile; and (2) located to avoid, insofar as practicable, established highways, motor roads, mining areas, power transmission lines, existing commercial and industrial developments, range fences and improvements, private operations, and any other activities that would be incompatible with the protection of the trail in its natural condition and its use for outdoor recreation. Where practicable, the right-of-way for the Appalachian Trail shall include lands protected for it under agreements in effect on January 1, 1966, to which Federal agencies and States were parties. The location and width of a national scenic trail right-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting a right-of-way, the appropriate Secretary shall obtain the advice and assistance of the States, local governments, private organizations, landowners, the land users concerned, and the advisory council established under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If in his judgment changes in the right-of-way become desirable, he shall make the changes in the same manner.

#### MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

(e) The Secretary of the Interior and the Secretary of the Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned, and the advisory councils, shall erect and maintain the uniform marker for the nationwide system of trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered under cooperative agreements, the Secretary of the Interior and the Secretary of Agriculture shall require the cooperating agencies to erect and maintain such marker.

#### ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

(f) The Secretary charged with the selection of the right-of-way for a national scenic trail shall establish an advisory council for

each such trail. The appropriate Secretary shall consult with any such council from time to time with respect to matters relating to the trail, including the selection of the right-of-way, the selection, erection, and maintenance of the markers along the trail route, and the administration of the trail. The members of an advisory council shall be appointed for a term not to exceed five years by the appropriate Secretary as follows:

(1) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency.

(2) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States.

(3) One or more members appointed to represent landowners and private organizations that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of landowners and the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) subject to limitations set forth in subsection (d), hereof, acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

(h) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the States through which the trail passes and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(i) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the States or local governments involved shall be encouraged (1) to enter into written cooperative agreements with landowners, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer such lands or interests therein: *Provided*, That if the State or local governments fail to enter into such agreements or to acquire such lands or interests therein



within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals; and (2) acquire private lands or interests therein by donation, purchase with donated or appropriated funds, or exchange, and may develop and administer such lands or interests therein: *Provided further*, That exchanges shall be governed by the provisions of subsection (h) of this section: *And provided further*, That the appropriate Secretary shall utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this subsection only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire the fee title only where, in his judgment, lesser interests in land (including scenic easements) or written agreements are not adequate, but such acquisitions may be made only to the extent authorized in subsection (d) of this section: *And provided further*, That neither Secretary may acquire lands, waters, or interests therein by condemnation without the owner's consent when 60 per centum or more of the acreage within the entire national scenic trail area is owned by Federal, State, or local governmental agencies, but this limitation shall not apply to the acquisition of scenic easements. Money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the purposes of this section.

(j) The Secretary of the Interior shall develop and administer the Appalachian and Potomac Heritage Trails and the Secretary of Agriculture shall develop and administer the Continental Divide and Pacific Crest Trails, except that any portion of any such trail that is within areas administered by another Federal agency shall be administered in such manner as may be agreed upon by the appropriate Secretary and the head of that agency, or as directed by the President. The Federal agencies shall coordinate their efforts to provide uniform administration and protection of the national scenic trails, and shall give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting the purposes of this section.

National scenic trails shall be administered, protected, developed, and maintained to retain their natural, scenic, and historic features; and provision may be made for campsites, shelters, and related public-use facilities; and other uses, including reasonable crossings, that will not substantially interfere with the nature and purposes of the trails may be permitted or authorized, as appropriate: *Provided*, That the use of motorized vehicles by the general public along any national scenic trail shall be prohibited, and the Appalachian Trail shall be developed and maintained primarily as a footpath to retain its natural environment: *Provided further*, That the Federal laws and regulations applicable to Federal lands or areas included in any national scenic trail shall continue to apply to the extent agreed upon by the appropriate Secretary and the head of the agency having jurisdiction over the Federal lands involved, or as directed by the President.

The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national scenic trail passes, and after consultation with the States, local governments, and private organizations concerned, and any advisory council established under subsection (f) of this section, may issue regulations, which may be revised from time to time, governing protection, management, use, development, and administration of a

national scenic trail. Any person who violates a regulation issued pursuant to this Act shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

(k) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this section, but not to exceed \$10,000,000, for land acquisition during the five-year period beginning with the enactment of this Act. No funds for development of the Continental Divide Trail shall be appropriated until sixty days after the Secretary of Agriculture shall submit detailed plans for such development to the respective Committees on Interior and Insular Affairs of the Senate and House of Representatives.

#### FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

SEC. 3. (a) The Secretary of the Interior and the Secretary of Agriculture are directed to improve, expand, and develop park, forest, and other recreation trails for hiking, horseback riding, cycling, and other related uses on lands within areas administered by them: *Provided*, That the use of motorized vehicles by the general public shall be prohibited on such trails within (1) the natural and historical areas of the national park system; (2) the national wildlife refuge system; (3) the national wilderness preservation system; and (4) other Federal lands where trails are designated as being closed to such use by the appropriate Secretary. Such trails may be designated and suitably marked as part of the nationwide system of trails by the appropriate Secretary.

(b) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 4. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### UTILITY RIGHTS-OF-WAY

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized, with the cooperation of the Interstate Commerce Commission, the Federal Communica-

tions Commission, the Federal Power Commission, and other Federal agencies having jurisdiction, control over, or information concerning the use, abandonment, or disposition of rights-of-way and similar properties that may be suitable for trail route purposes, to develop effective procedures to assure that, wherever practicable, utility rights-of-way or similar properties having value for trail route purposes may be made available for such use.

Mr. JACKSON. Mr. President, S. 827 is a bill to establish a nationwide system of trails. It was unanimously reported by the Senate Committee on Interior and Insular Affairs on June 13, 1968, and I hope that prompt action will be taken on this legislation.

The purpose of the bill is set forth in its statement of policy—that such a nationwide system of trails will promote public access to, travel within, and enjoyment of the National and State parks, forests, recreation areas, historic sites, and other areas. It also stresses that, while existing trails should be improved, additional trails should be established in scenic and unspoiled areas, and in the metropolitan areas of the Nation.

Mr. President, there is great need for this legislation. It will help to provide for a practicable and low-cost method of satisfying growing outdoor recreation demands.

The bill sets up four categories of trails: National scenic trails; park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture; park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior; and recreation trails on lands in and near metropolitan areas.

Four scenic trails make up the initial units in the system. These are: the Appalachian Trail, 2,000 miles along the Appalachian Mountains from Maine to Georgia; the Continental Divide Trail, extending 1,200 miles from the Canadian border in Montana to the southern boundary of the Bridger National Forest in Wyoming; the Pacific Crest Trail, 2,350 miles along the mountain ranges of the west coast from Canada to the Mexican border; and the Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia. Eleven other trails are scheduled for study for possible future inclusion in the system.

Mr. SYMINGTON. Will the Senator yield?

Mr. JACKSON. I yield.

Mr. SYMINGTON. As the Senator knows, officials of the Madeira School have expressed concern with this legislation and the passage of the trail beneath the promontory on which the school is situated just below the Great Falls Park in Virginia.

While announced plans are for a trail that would be limited to a footpath, and not one for mechanized vehicles or horses or other recreational purposes, I would hope to make sure that the trail in this segment of the river is truly only a footpath routed as close to the water's edge as feasible and not on the promontories. Any other type of construction



and use would disturb the beauty and ecology of the area.

I would like to ask the distinguished chairman of the Interior Committee if he would object to an amendment to the bill which would restrict the segment of the trail in Virginia from Great Falls Park to Spout Run, which is located about a mile above Key Bridge, to a footpath?

Mr. JACKSON. Since this is the type of trial which the National Park Service has announced it would develop along this stretch of the river on the Virginia side, I would have no objection.

Mr. SYMINGTON. I thank the able Senator from Washington and would ask that my amendment be sent to the desk.

Mr. JACKSON. Before we take up the Senator's amendment, I ask unanimous consent that the pending amendments be considered en bloc.

The PRESIDING OFFICER. Is there objection?

Mr. HANSEN. Mr. President, reserving the right to object, I want to say first of all that I appreciate very much the very fine leadership of the distinguished Senator from Washington, but I do want to make some comments about the Continental Divide Trail which seems to me to be in concert with the reservation just expressed by the distinguished Senator from Missouri.

Mr. JACKSON. Could we agree to the committee amendments en bloc first, and then we could act on the amendments to be offered by the Senator from Missouri? Then I shall be very happy to yield to the Senator from Wyoming.

Mr. HANSEN. When the Senator says "agreeing to the committee amendments," he means I shall not be precluded from raising or suggesting other amendments?

Mr. JACKSON. Oh, no. As soon as we have voted on the committee amendments which must come first, prior to taking up other amendments.

The PRESIDING OFFICER. The question is on agreeing to the amendments en bloc.

The committee amendments were agreed to en bloc.

Mr. JACKSON. Mr. President, I am happy now that we can proceed to the consideration of the amendment of the Senator from Missouri.

Mr. SYMINGTON. Mr. President, I send my amendment to the desk and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 15, line 1, insert the following language after the word "trail": "and the Potomac Heritage Trail in Virginia between Great Falls Park and Spout Run."

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Missouri.

The amendment was agreed to.

Mr. SYMINGTON. I express my deep appreciation to the Senator from Washington, the chairman of the committee.

Mr. JACKSON. The able Senator from Missouri has worked long and hard on this matter. I believe this is, indeed, a good resolution of a difficult problem, on which there has been substantial misunderstanding in the past.

Mr. HANSEN. First of all, I should like to point out that I appreciate very much the concern of those who have proposed this legislation as making available to the people of the United States scenic and historic areas. But, insofar as the Continental Divide Trail is concerned, I think it does bear observing that actually there has been no such thing as a Continental Divide Trail. Those familiar with the topography of the Continental Divide, particularly the northern part, from the Bridger Wilderness Area on the north, know full well that there has not been any trail along that Continental Divide.

With respect to the trail from the southern end of the Bridger Wilderness Area south, I think the committee recommendation is that this was in a study section. I ask the distinguished Senator from Washington if I am not right about that.

Mr. JACKSON. The Senator is correct.

Mr. HANSEN. I would like to propose that the northern section of the trail also be put in a study category rather than establishing it as a trail.

I would like to refer to some of the considerations of the committee, which appear at the top of page 6 of the committee report. If I may, let me read it:

In the case of the Continental Divide Trail, it is not the intent of the committee to authorize the construction of a trail which would follow the very top of the Continental Divide nor necessarily be fully contiguous along the entire divide. Instead, it is the committee's belief that existing trails along the mountain sides or in negotiable valleys close to the top of the divide should be designated part of the Continental Divide Trail, and that the segments to be constructed, where top terrain prevents reasonable foot or horseback travel, should be located at lower levels.

Nor is it the intent of the committee that this legislation should be considered authorization for construction of trails or other works of man through wilderness areas in any such manner as to do violence to the wilderness concept as set forth in the Wilderness Act of 1964. The committee urges that in any event, the wilderness values should be properly protected in connection with any trail through any national wilderness area.

Committee members also expressed concern that the marking of national scenic trails be unobstructive, with careful and tasteful placement and design of directional and other signs to conform with the esthetic setting regardless of the lands traversed.

I am in complete accord with this concept. I would point out that the trails which traversed this country along the area of the Continental Divide were, almost without exception, trails that traversed the Continental Divide. They went through the low mountain passes. The concern of the pioneers who established trails was in getting over the Divide. No one was interested in going from one end of the Continental Divide to the other.

I want to make sure that we do not do violence to the wilderness concept by some eager, enthusiastic persons who think we ought to try to establish trails parallel to the Continental Divide. For that reason I would like to ask that the northern section be placed in a study category, rather than have it established as a trail.

Mr. JACKSON. First, may I say that I concur in the views expressed by the able Senator from Wyoming.

Regarding the need to harmonize the trails we are talking about in this bill with the wilderness system, I wanted to point out that the junior Senator from Colorado [Mr. DOMINICK] feels very strongly about the inclusion of this area. I suppose, if the Senator from Wyoming wants to exclude that part which is in Wyoming from the bill, there would be no objection to that; but, in fairness to the Senator from Colorado, as the Senator from Wyoming will recall, he was very strong in his determination to have that area included. I could not, without his presence on the floor, accept this amendment. I am sure my good friend will understand that.

Mr. HANSEN. Mr. President, will the Senator yield?

Mr. JACKSON. I yield.

Mr. HANSEN. Let me say that I have talked with one of the aides of the distinguished Senator from Colorado. I understand he will be on the floor very shortly. Certainly, I do not propose to speak for the distinguished Senators from Montana, but, insofar as Wyoming is concerned, when one travels north from Bridger Wilderness Area, I think almost without exception the entire length of the trail along the Continental Divide in Wyoming would go through either wilderness areas or Yellowstone National Park. I think I can say I speak for nearly everyone in Wyoming, and certainly for no small part of the people interested in national parks, in hoping there would be no attempt made to establish a trail, or cut one out, or designate one, through the northwestern part of Wyoming.

I hope the distinguished Senator from Colorado will be on the floor shortly and will be able to give the assurance, as I think he will, to the distinguished Senator from Washington that he would not object to my amendment.

Mr. JACKSON. Mr. President, pending the arrival of the junior Senator from Colorado, I would like to yield to the Senator from Vermont [Mr. ARKEN], who has a question.

Mr. AIKEN. Mr. President, I have several questions.

I strongly support the basic purpose of this bill, which is to enhance the use of our National and State parks by promoting public access to them.

In Vermont we are proud of our famous Long Trail that extends from the Canadian border through the Green Mountains into Massachusetts. The Long Trail is a major segment of the Appalachian Trail this bill is designed to protect.

As one of the sponsors of the Land and Water Conservation Act, I see this bill as valuable additional protection of woodland trails for the hiker and camper, and a wide variety of other recreational uses.

I was privileged to join the distinguished Senator from Washington, the manager of this bill, in sponsoring the land and water conservation bill. I know his intentions are for conservation for greater public use. On this we think pretty much the same way.

I should therefore like to ask several questions to clarify the intent of this bill.



I do this to make certain that the rights of the States are protected, that scenic easements are clearly understood, and the rights of local landowners and business interests—especially logging, skiing, and other resort enterprise—are fully protected.

First, may I ask how wide the Secretary could establish these trail areas?

Mr. JACKSON. The maximum width in both, fee and easement, would be equivalent to 50 acres per mile, or an average 400-foot width.

Mr. AIKEN. Fifty acres to the mile or a 400-foot width?

Mr. JACKSON. Yes; so there is a definite maximum set.

Mr. AIKEN. I want to make sure the Secretary would not have authority to establish them several miles wide.

Mr. JACKSON. No; that definitely is not the case.

Mr. AIKEN. Are hunting and fishing prohibited in this area?

Mr. JACKSON. No.

Mr. AIKEN. Would the laws of the State through which the trail passes be the prevailing fish and game laws?

Mr. JACKSON. The only way the laws of the States would be affected is if they voluntarily passed legislation in their legislatures ceding such jurisdiction to the Federal Government.

Mr. AIKEN. Doing what?

Mr. JACKSON. They would have to cede jurisdiction. They would have to take the action themselves, because this is not exclusive Federal property, in the sense that at the present time where there is Federal property, most of it involves concurrent jurisdiction—where the Federal Government has jurisdiction and the States have jurisdiction. The national forests generally are in that category, as the Senator knows.

Mr. AIKEN. That is correct.

I find, on page 7, line 21, that the location of the trail has been defined to "protect natural conditions, scenic and historic features, and primitive character of the trail area."

As originally stated in the bill, the location was to "provide the maximum retention of natural conditions." This has been changed to "protect natural conditions."

What is the significance of this change?

Mr. JACKSON. It is more of a clarification than it is a change of substance. The present language better describes what the objectives are.

Mr. AIKEN. If a trail should be in the vicinity of a ski slope of ski area, or if a new ski slope or area were contemplated near a trail, would the promoters of the ski area be in violation of the law?

Mr. JACKSON. Let me respond by referring to the testimony before the committee.

The Secretary of the Interior, Mr. Udall, was asked about this general problem relating to ski developments, and he pointed out that there would be nothing wrong in a trail going by or near a ski resort, and that a trail is not like a highway, where you seek a straight line, but can be meandered around to avoid obstacles and to provide the least invasion of public holdings.

I see nothing incompatible with deviations being made to meet the public use requirements in a given area. In other words, it is discretionary, it is not mandatory, and I think there is in this bill sufficient flexibility to accommodate the kind of situation the Senator from Vermont suggests.

Mr. AIKEN. Would snowcats or snowmobiles be prevented from using the trail during the winter?

Mr. JACKSON. I know of no provision in the bill that would specifically prohibit that. The requirements are not like those applicable in a wilderness area.

Mr. AIKEN. The reason I asked that question is that in Vermont, as well as in other States, as the Senator knows, we have status-conscious users of ski trails who feel they must break a leg somewhere at a distance, and then someone has to go out and get them.

Mr. JACKSON. There is nothing in the bill that should preclude the emergency activity mentioned by the able Senator from Vermont.

Mr. AIKEN. In the same part of the bill, specific provision is made for "camp-sites, shelters, and related public use facilities."

Would this include a small resort hotel, or the establishment of a new hotel in the area?

Mr. JACKSON. I do not see, frankly, how you could put a resort facility on the trail. It could be adjacent to the trail, but with the maximum width being 400 feet—

Mr. AIKEN. I think that takes care of itself.

Mr. JACKSON. I think the width of the trail pretty well answers the question.

Mr. AIKEN. No one would want to build a hotel directly on the trail, anyway.

Mr. JACKSON. No. There is nothing to prohibit building reasonably adjacent to it.

Mr. AIKEN. On page 7, line 23, I see a reference to the "primitive character of the trail area."

Mr. JACKSON. That is a printing error. Mr. President, I ask unanimous consent that on line 23, where the word "trial" appears, the word "trail" be substituted in lieu thereof.

Mr. AIKEN. Either word might be appropriate, but I think "trail" is meant.

The PRESIDING OFFICER. Will the Senator from Washington reidentify the change he has requested?

Mr. JACKSON. On page 7, line 23, the second word is "trial". That word should be "trail"; it is a misprint; and I ask unanimous consent that that correction be made.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. AIKEN. Going on to page 8, lines 5 to 11 would seem to outlaw "existing commercial and industrial developments" and "private operations."

Mr. JACKSON. What were the lines on page 8?

Mr. AIKEN. Lines 5 to 11 beginning with (2).

Mr. JACKSON. Yes.

Mr. AIKEN. Those words are not intended to eliminate logging operations,

resort hotels, ski resorts, and the like, are they?

Mr. JACKSON. No. What we are saying is that the trail should not go into urban or semiurban areas.

Mr. AIKEN. Yes. It should not.

Mr. JACKSON. We want to keep it in an area where one would expect to find a trail, and not move into commercial and industrial type developments.

Mr. AIKEN. I note on line 2, page 15, that the word "primeval" has been stricken and in its place we have "natural" environment.

Here, again, would ski trails be considered "natural"?

Mr. JACKSON. Ski what?

Mr. AIKEN. Would ski trails or ski runs be considered "natural"?

Mr. JACKSON. Ski trails might not interfere; let us put it that way. The trails would probably be located around large ski slopes. "Natural" is, I would think, pretty much synonymous with "primeval." "Primeval," one might say, means even older, and a better description of the oldest possible state.

Mr. AIKEN. "Primeval" means just as God left it?

Mr. JACKSON. That is right.

Mr. AIKEN. "Natural" means about at the last man that operated there left it, I think.

Mr. JACKSON. Perhaps.

Mr. AIKEN. The last question I have relates to page 13. There is some question about "scenic easement" as used in the bill, at the bottom of page 13. This does not mean there could be no logging or other operations on a distant slope that was within view of the trail, does it?

Mr. JACKSON. No, sir; not if they were beyond the easement authority, and a "distant" slope surely would be.

Mr. AIKEN. The reason I asked that question is that when the national forests lease the right to operate a ski run or something in a forest area, I have had people living several miles away object to the Secretary granting such right, because they would not like to look over across the valley—at least one who wrote me was 7 miles away—and see activity on that slope. In other words, they do not like to see people working for a living; that disgusts some of them in some way.

Mr. JACKSON. I assure the Senator that would not affect them in any way, any more than you can look from a national park area, in my State, over to a Forest Service area, where they are cutting fir. The National Park Service is a different organization, and cannot do anything about it in any way.

Mr. AIKEN. What I am getting at is this: Although the primeval or natural appearance of a mountain or a forest is delightful, there is no more beautiful sight in the world, as far as I am concerned, than seeing a man earning a good living to raise a growing family. But we have some people so enthusiastic that they just object to seeing anyone working.

Mr. JACKSON. I wish to say to the Senator that this trail will go through areas where, nearby, people are engaged in commercial undertakings of all kinds.



Mr. AIKEN. I think it is a good idea to have more public areas, where the public can take advantage of the recreational values afforded, because we have too many areas—I know the Senator has them in his State, and we have some in Vermont—where I am reminded of what one of our former colleagues is reported to have said, that he did not want to own all the land in his State, just that which adjoined him. Some of our affluent part-time residents have that in mind, too, and I am sure they do in other States as well. Just what they can see is all they want to own.

Mr. JACKSON. I fully understand the Senator's position, and I wish to say that it is amply protected in the pending measure.

Mr. AIKEN. I thank the Senator. He has given an excellent explanation of the bill. I am very happy that it contemplates protecting the rights of the public to enjoy natural areas, scenic areas, and historic areas which otherwise might be foreclosed.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. JACKSON. I yield.

Mr. LAUSCHE. Mr. President, I understand that the bill contemplates the establishment of four trails.

Mr. JACKSON. The Senator is correct.

Mr. LAUSCHE. The national scenic trails are the Appalachian Trail, the Continental Divide, the Pacific Crest Trail, and the Potomac Heritage Trail.

Mr. JACKSON. The Senator is correct.

Mr. LAUSCHE. I refer to section (c) on page 5 of the bill which, I understand, deals with the duty of the Secretary of the Interior and the Secretary of Agriculture to make studies of the general areas in which trails can be established.

Mr. JACKSON. The Senator is correct. It is the study section of the bill.

Mr. LAUSCHE. The part of that section in which I am mainly interested appears on lines 23 and 24 and reads:

The studies shall include, among others, all or appropriate portions of—

It then goes on to identify the southern sector of the Continental Divide Trail, the Chisholm Trail, the Lewis and Clark Trail, the Natchez Trail, the North Country Trail, the Oregon Trail, the Santa Fe Trail, the Long Trail, the Mormon Trail, the Gold Rush Trails in Alaska, and the Mormon Battalion Trail.

Included in the 11 trails that are directed to be studied mandatorily is the North Country Trail, from the Appalachian Trail in Vermont, approximately 3,200 miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

The North Country Trail involving Ohio is directed to be studied.

Mr. JACKSON. The Senator is correct.

Mr. LAUSCHE. Do the Secretary of the Interior and the Secretary of Agriculture have the right to make studies of other potential trails?

Mr. JACKSON. I believe the answer is that they have permissive authority to study trails involving the lands under their jurisdiction, lands that they manage. However, the Senator will note that the program involves Forest Service land,

land under the Department of Agriculture, as well as public domain land.

They might need legislative authority to study lands that are not within their jurisdiction. And, of course, the specific point here that the able Senator from Ohio has raised on item 5, the North Country Trail, is that a large percent of it, I would assume, involves non-Federal land, so that they would need this authority.

Mr. LAUSCHE. My reading of section C is that, with respect to the 11 projects which I have just identified, studies shall be made, but that other studies may be made by the Secretary of the Interior.

Mr. JACKSON. The Secretary, of course, has permissive authority to study trails with respect to land under his jurisdiction. That is the distinction.

Mr. LAUSCHE. Mr. President, the language beginning on line 10 of page 5 reads:

The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make studies of the feasibility and desirability (including costs and benefits) of designating other trails as national scenic trails.

Is it the language, "where lands administered by him are involved," that causes the Senator to say that the Secretary can only study those lands which are administered by him?

Mr. JACKSON. No. The purpose of using "shall" is to make it mandatory and not permissive.

This is a directive by Congress. We are directing him to make these studies. He has basic statutory authority to make all kinds of studies involving recreation, and so on, on lands within his management jurisdiction. In the case of the Secretary of Agriculture, it involves land administered by the Forest Service. In the case of the Secretary of Interior, it involves non-Forest-Service land, public domain, the land in the Park Service, and so on.

Mr. LAUSCHE. I think that clarifies my point.

Mr. JACKSON. He has that permissive authority now.

Mr. LAUSCHE. Let us assume that a State feels it has an area that is entitled to be included in this general program. How would that have to be brought about? My belief is that at the next session of Congress, legislation would have to be offered to authorize it.

Mr. JACKSON. The point is that, of course, the Secretary could not go onto State land without the permission of the State authority. However, he is authorized to negotiate in that connection.

I refer to section 4 on page 17. The title is "State and Metropolitan Area Trails." The Senator will note the language. It reads:

Sec. 4. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in

the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

That, of course, is a signal to the States that when they come in and ask for matching money assistance under the Land and Water Conservation Fund Act, it would be wise to include trails.

Mr. LAUSCHE. That still does not answer my question. In Ohio, we have the Muskingum River, a beautiful stream—at one time, at least. It is about 110 miles long from the Ohio River up to Zanesville.

Mr. JACKSON. Is that river included for study under the wild and scenic rivers bill?

Mr. LAUSCHE. I am not sure. How would the Senator proceed to make that stream and a paralleling trail a part of this program?

Mr. JACKSON. It would depend on which feature is predominant. It could come under the trails bill as a stream for study at this point; or it could come under the wild and scenic rivers bill. I would be happy to take appropriate action in the Committee on Interior and Insular Affairs if a bill were introduced to include that stream.

Mr. LAUSCHE. I am not certain that that stream would fall within the scenic rivers concept.

Mr. JACKSON. It is a question whether it would come under the trails proposal or under the wild and scenic rivers bill. But I certainly would be happy to assist the Senator from Ohio in doing anything I could to include that stream.

Mr. LAUSCHE. But if it should develop that it came under neither the scenic rivers nor the scenic trails legislation, there would have to be special legislation to bring it within one or the other; would there not?

Mr. JACKSON. That is correct, because it does not involve Federal lands.

Mr. LAUSCHE. That is correct.

Mr. MOSS. Mr. President, I am pleased that the Senate is considering S. 827, the bill to establish a system of national trails in America. It is most important to the historical and scenic heritage of the country, and I trust it will pass without further delay.

If we do not move to mark and protect both the scenic beauty and the historical relics of our old trails, we will lose both to the encroachments of civilization.

I am particularly glad that two trails of immense importance to my State of Utah are in the bill for study to see if they merit becoming a part of the national trails system. I am confident that they do. The two trails are the Mormon Pioneer Trail and the Mormon Battalion Trail. History marched along both of them.

It was over the Mormon Trail, of course, that the pioneers made their way west from Nauvoo, Ill., to the Salt Lake Valley, where they not only founded the State of Utah, but built the first city of any size between the Missouri River and the west coast.

It was over the Mormon Battalion Trail that the Mormon volunteers in the Mexican War made their historic trek from Council Bluffs and Mount Pisgah,



Iowa, to Los Angeles, and helped to win the Southwest from the American Republic.

In Utah, we are especially interested in a 38-mile section of the Old Mormon Trail—we call this section the Old Pioneer Trail in Utah—which runs west from Henefer, in Summit County, over Big Mountain to Salt Lake City. This is the route the pioneers used on the last leg of their long trip into the Salt Lake Valley, and some of the wagon ruts from the many pioneer trains still remain, as do other relics of the migration.

I understand that the House Committee on Interior and Insular Affairs has ordered reported a somewhat different version of a national trails bill, and that the report will be filed sometime this week. I hope this means that the House leadership will bring the House bill up promptly so we can get into conference and take final action on a trails program at this session.

Mr. JACKSON. I thank the able Senator from Utah for his leadership in getting the bill through the committee. He has taken a very keen interest in this entire program.

Mr. DOMINICK. Mr. President, will the Senator yield?

Mr. JACKSON. I yield.

Mr. DOMINICK. Mr. President, I congratulate the Senator from Washington on bringing this bill to the floor of the Senate.

I was a cosponsor of S. 827, the bill to authorize a nationwide system of trails. Significant changes have been made in the bill since its introduction, including the slicing in half of the trail in which I am most interested—the Continental Divide Trail—and the placing of the southern half of that trail in a study category. Unlike the original bill, none of the Colorado portion of this trail is authorized by the measure reported by the Senate Interior Committee. Nevertheless, my enthusiasm for conservation and the acceptance by the committee of several of my suggestions to assure expeditious handling of the southern sector of the trail transcend my disappointment that it is not being authorized today.

Mr. President, Colorado is rich in the alluring qualities of nature's environment at its finest. In my State alone there are 52 mountain peaks which soar to 14,000 feet and above. We have a wealth of hill country as yet unblemished, and our clear and clean rushing mountain streams are known the world over. I have an interest in maintaining these, as do all our citizens. I want to protect them, not lock them up. I want to make them more accessible in a sensible fashion to all those who have a genuine appreciation for the outdoors.

These are the convictions which led me to inspect personally—by foot, horseback, and otherwise—many of the principal areas in my State which could be considered as wilderness.

These are the convictions which led me to support the underlying concepts of the Wilderness Act of 1964 and to offer amendments on the floor of the Senate to improve that measure during the debate.

These are the convictions which led me to support the wild and scenic rivers bill.

These are the convictions which led me, some 3 years ago, into a discussion of a new proposal, a great trail generally coursing along the route of the Continental Divide. My discussions centered with Mr. George Cranmer, former manager of parks and safety of the city and county of Denver, and founder of Red Rocks Amphitheater, just west of Denver. Mr. Cranmer has been active in setting up an exceptionally fine system of parks in the Denver area and has been influential throughout the entire State in this field, so he is very knowledgeable about the problems—and advantages—a trail along the divide would encompass. The subject of our discussion was a proposed trail beginning in southwest New Mexico and ending at the Canadian border in Glacier National Park. We decided to advise the appropriate Federal Government personnel of our proposal and express enthusiastic support for its further pursuit and implementation.

As specific legislation began to take shape, I learned that members of the Colorado Mountain Club had been engaged for several years in surveying various routes for a similar proposal. Their dedication is to be noted, and I commend them for it. The measure we are considering today will bolster their efforts, and help to bring them to fruition.

I think it is important to make some legislative history at this point as to why I remain a cosponsor of S. 827 and seek its approval despite the fact that the Continental Divide Trail in my State has been placed in a study category. A number of factors formed the basis of my decision.

When I first learned of the study suggestion, I sought a meeting with Forest Service personnel. Several uncertainties began to emerge. Tentative drafts of the trail by the Forest Service were fragmented. Some portions had not as yet been put on paper, and the routing of others was undetermined. There was a lack of a meeting of the minds as to the extent of availability of existing trails for incorporation into the main trail, and whether existing trails were substandard and needed beefing up.

The principal problems, however, seemed to center not in Colorado, but on alternative routes proposed in New Mexico, and a difficult, unmapped stretch in Wyoming from its border with Colorado to the lower end of what has become by this bill the northern sector of the trail.

Accordingly, I made two suggestions which were agreed to by the committee.

First, the study language given to me provided that although the Secretary was directed to make studies of the feasibility of designating other trails as national scenic trails, and some possibilities were listed including the southern sector of the Continental Divide Trail, it was purely discretionary with the Secretary whether those listed would be studied. My amendment makes study of the listed trails mandatory, and appears in line 23 of page 5 of the bill as reported.

Second, the time within which a study of the southern sector of the Continental Divide Trail, if undertaken, was to be completed was left uncertain. It was and is my judgment that not only should study of this trail be completed by a date certain, but also that it should receive priority for study. The committee report deals with this on page 3 in language drafted with my concurrence reading as follows:

While placing the southern sector of the Continental Divide Trail in the study category, the committee believes this proposed addition to the system should receive priority for study by the Secretary of Agriculture. This sector is a natural increment; the Continental Divide Trail will not answer that description until the sector is added. The Committee further believes that this study should be completed within a 2-year period from the date of enactment.

Mr. President, the Continental Divide Trail is the only trail of the four originally authorized to be authorized only in part. It is a scenic, not historic, trail like the others listed for study. As a result, there is more flexibility in selection of a right of way and less need for a continuous, unbroken trail the full length. With few exceptions it would run along a mountain chain. Approximately 90 percent of the overall trail, and 95 percent in Colorado, would be on land already owned by the Government.

I am more convinced than ever that the Continental Divide Trail is a sound proposal, and I shall continue in the future to work with interested constituents in my State and with the Forest Service in making it a meaningful reality.

With all of the above factors in mind, and with the acceptance by the committee of the safeguards which I offered, I endorse the bill as presented today and ask for its passage.

Mr. President, I understand that the Senator from Wyoming has a proposal with respect to that portion of the Continental Divide Trail which encompasses Wyoming.

The Senator from Washington was kind enough to ask me what I thought about the amendment of the Senator from Wyoming because of my interest in the Continental Divide Trail. I have no objection to the Senator from Wyoming adding the Wyoming portion of the trail to the study category.

I believe the Senator from Washington has done a very fine job in this matter.

I listened attentively when the Senator from Vermont was asking certain questions about the bill. I believe these questions are well taken.

As we develop this trail system, we will be opening up areas of recreation for use by foot and by horseback which I believe will be extremely important. We will be assisting people to engage not only in summertime excursions but wintertime as well through connecting up the ski slopes that funnel off these trails. It will be of enormous value for recreation, physical fitness, and skiing.

So I am strong in support of the bill.

I wanted to say this to the Senator from Washington and to congratulate



him on bringing the bill to the floor of the Senate.

Mr. JACKSON. Mr. President, the able Senator from Colorado is a cosponsor of the bill, and I wish to say, as chairman of the committee, that he has been extremely helpful in the progress that the bill has made. I wish to commend him for the constructive attitude he has taken.

I believe that this program will expand recreational opportunities throughout the length and breadth of our land, and I believe it is a wonderful, new concept, which will further diversify the opportunities of citizens to participate in out-of-doors recreation. It will bring this program into many States that heretofore have not had such opportunities. At the same time, it will preserve historic interests in the country.

Too often we think of recreation in terms of simply making land available for public use, for recreation. This is a program that will make land available for public use and, at the same time, will remind us of our great historic heritage.

I commend both Senators for getting together and agreeing on this amendment.

Mr. DOMINICK. Mr. President, will the Senator yield?

Mr. JACKSON. I yield.

Mr. DOMINICK. So far as the Continental Divide is concerned, not only have I traveled it on foot and horseback, on many occasions, but also I have flown over the entire area, following its contour, in my own airplane, all the way up into Wyoming. It is a fascinating, beautiful system of scenery that would be made available, for the first time in history, if we could get this proposal through. So I am delighted that the program is moving forward.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. JACKSON. I yield.

Mr. MANSFIELD. Mr. President, I have listened to the debate with interest, and I would hope that the distinguished chairman of the Committee on Interior and Insular Affairs would give the most serious consideration to the amendment offered by the distinguished Senator from Wyoming [Mr. HANSEN]. The Senator from Wyoming has a point, because the trails do go east and west rather than north and south.

I would hope that we could do in our part of the country, along the Continental Divide, what has been done along the Appalachian Trail in the eastern part of the country, and in time develop a series of trails which would extend from the Waterton National Park in Alberta, Canada, to Glacier, in northern Montana, to Yellowstone, in northwestern Wyoming, down into the Grand Teton country, and eventually down into Estes Rocky Mountain, and the other national parks of Colorado, as well as those in New Mexico.

I would hope that the Senator would give consideration to this proposal, because it is a worthwhile amendment and has merit. It may be necessary to get action to give this proposal the consideration it should receive, and we would hope that out of it will come eventually

what we would like, not only for an east-west trail system but also a north-south trail system.

Mr. JACKSON. The program we are undertaking today is a very substantial one. It is obvious that there is a need for careful programing and studying of the requirements in certain areas. As chairman of the committee, I will have no objection to the amendment.

I am further bolstered by the fact that not only is the senior Senator from Montana in favor of the amendment, or has no objection to it, but also, I am informed that the junior Senator from Montana is in agreement, as is the senior Senator from Wyoming.

So, there being complete agreement, I am very happy now, Mr. President, to yield so that the able Senator from Wyoming can offer his amendment.

Mr. HANSEN. Mr. President, I thank the distinguished and able chairman of the Committee on Interior and Insular Affairs for the leadership he has given those of us—and that includes most, I believe, in this country—interested in conservation. This is a distinct step forward. I would like to commend my colleague, the very able Senator from Colorado [Mr. DOMINICK] for the interest he has taken in this matter, and not only for traveling this highly rugged mountainous country in the West on foot and on horseback, but also for having flown over it in an airplane. Those of us familiar with the area know that there are considerable reaches of the Continental Divide Trail that can be seen presently in no other fashion except by airplane, because, unlike the Appalachian Trail and some other trails in the East, I would defy any person, except one who would be willing to commit several summers of time, to traverse the Continental Divide Trail if he were to follow the Continental Divide Trail from the southern border to the Canadian border on foot. It is rough, rugged country.

I do not think that my amendment would do violence to the objectives extolled on the floor of the Senate this afternoon. As a matter of fact, the way in which the bill was originally drafted, the northern section began at the Bridger Wilderness Area and extended northwesterly through Wyoming, then through Yellowstone National Park, and Montana.

I think it is well that it not be so included insofar as Wyoming is concerned, so as to give Congress time to observe and to give consideration to a study which the bill calls for in order that we can keep all of those important elements we wish so much to preserve.

I am not unmindful of the fact, according to the definitions spelled out earlier in the day in response to questions by the Senator from Vermont, that a trail could be as much as 400 feet wide if some 50 acres per mile were to be included. I am certain all of those who know the proposed trail through northwestern Wyoming would hold up their hands in horror if anyone suggested we have a trail along the Continental Divide which was 400 feet wide. This would be completely at cross purposes to the objectives we all had in mind when the wilderness areas were designated in

Wyoming. It was with this thought in mind that I proposed that we amend the bill.

I propose an amendment as follows:

On page 4, line 9, strike lines 9 through 16 and insert in lieu thereof the words: "approximately nine hundred mile segment of the Continental Divide Trail, extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to the intersection of the Divide with the western boundary of Yellowstone National Park, following the route as generally depicted on the map numbered NST-CDT-102 which shall be on file and available for public inspection in the Office of the Chief, Forest Service."

So, subsection (2) would then read, beginning on line 10 on page 4: "extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to the intersection of the divide with the western boundary of Yellowstone National Park."

If my geography serves me correctly, that would be a point common, and I would ask the distinguished majority leader if I am correct. Would this be a point common to Montana, Idaho, and the Yellowstone National Park?

Mr. MANSFIELD. Yes, indeed; in the vicinity of West Yellowstone.

Mr. HANSEN. Yes.

Then, on page 5, I think further amendment would be necessary to implement my suggestion. I propose a further amendment to read:

On page 6, line 1, strike lines 1 through 6, and insert in lieu thereof the words: "approximately two thousand two hundred mile segment of the Continental Divide Trail, extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the western boundary of Yellowstone National Park."

What I am trying to do, in case this language does not adequately disclose my wishes, is to place in the study section all of the Continental Divide Trail through the State of Wyoming.

Mr. President, I ask unanimous consent that my amendment be agreed to.

The PRESIDING OFFICER. Is there objection? Without objection, the bill is amended accordingly.

Mr. GURNEY. Mr. President, it gives me great pleasure today to reaffirm my support of S. 827 which provides for a nationwide system of trails. I congratulate our hard-working chairman, the Senator from Washington [Mr. JACKSON], for the leadership he has given all of us. I feel that this proposed legislation will be of continuing recreational, educational, and historical benefit to Americans from all walks of life.

I am particularly pleased to see the inclusion in the bill of an amendment I proposed to Secretary of Interior Stewart Udall which specifically outlines a request for further study of Alaskan gold rush trails for future development of a nationwide trail system.

During the Interior Committee hearings on S. 827, in March 1967, I expressed my concern that although I was an enthusiastic supporter of the bill I felt that the omission of Alaskan gold rush trails was a grave error.



The Alaskan gold rush trails relate to a very important event not merely in the history of Alaska, but in the history of the United States, as well. It was the very last gold rush, and there will never be another like it. It was a chapter in the great westward march of the American people in search of greater freedom and greater opportunity. The trails, incidentally, pass through some of the most beautiful scenery on the North American Continent.

In designating the study of gold rush trails in Alaska, the bill refers specifically to first, the Chilkoot Trail, extending from Dyea over Chilkoot Pass to the Canadian border; second, the White Pass Trail, from Skagway to the Canadian border; third, the Dalton Trail, beginning at Haines and extending along the Chilkat River to the Canadian border; fourth, the Valdez Trail, from Valdez to Fairbanks; and fifth, the Iditarod Trail, originating in Knik and crossing the Alaskan Range to Iditarod City." In addition the bill provides for the study of additional trails within Alaska which are now neglected and which may come to our attention by adding a final clause for proposed study of "other such gold rush trails in Alaska."

Possibly the most famous of the Alaskan trails is the Chilkoot Trail. Here scores of persons lost their lives while attempting in times of low temperature, to reach the great riches of the gold fields in the interior of Alaska. During the hearing, I invited Secretary Udall, who was a witness at our committee hearings on the trails proposal to accompany me on a hike over this historic trail which today is very much as it was 70 years ago. He replied that he was most glad to have my invitation and thought that it was a most egregious omission that the Alaskan gold rush trails were not included in the proposal.

Perhaps later this year Secretary Udall and many of us who enjoy that vigorous pursuit of outdoor recreation will find it possible to retrace those historic trails which now and in years to come will mean so much to the students of American history and to all lovers of the outdoors in general.

As our population grows and the pressures of the burgeoning urban sprawl deprive too many of us of the enjoyment of day-to-day contact with nature, the trails we are establishing and studying in S. 827 will become additionally valuable.

I urge the passage of this important bill.

Mr. JACKSON. Mr. President, I do not believe there are further amendments.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and the third reading of the bill.

The bill (S. 827) was ordered to be engrossed for a third reading, was read the third time, and passed, as follows:

S. 827

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

#### STATEMENT OF POLICY

SECTION 1. (a) The Congress finds that in order to provide for the ever-increasing outdoor recreation needs of an expanding popu-

lation and to promote public access to, travel within, and enjoyment of, the National and State parks, forests, recreation areas, historic sites, and other areas, existing trails should be improved and maintained and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation.

#### NATIONWIDE SYSTEM OF TRAILS

(b) To carry out the policy set forth in subsection (a) of this section, there is hereby established a nationwide system of trails composed of (1) trails designated as "national scenic trails" in this Act or subsequent Acts of Congress; (2) park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; (3) park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior; and (4) recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior. The Secretary of the Interior and the Secretary of Agriculture, in consultation with the appropriate Federal agencies, States, local governments, private organizations, and advisory councils, shall select a uniform marker for the nationwide system of trails, and shall provide for the placement upon the uniform marker of a distinctive symbol for each national scenic trail.

#### DEFINITION OF NATIONAL SCENIC TRAILS

SEC. 2. (a) A national scenic trail eligible to be included in the system is an extended trail which has natural historic and scenic qualities that give the trail recreation use potential of national significance. Such trails could be several hundred miles long, have overnight shelters at appropriate intervals, and be interconnected with other major trails to permit the enjoyment of extended hiking or riding experiences. A standard of excellence in the routing, construction, maintenance, and marking consistent with each trail's character and purpose should distinguish all national scenic trails. Each should stand out in its own right as a recreation resource of superlative quality and physical challenge, and might extend through or into several States.

(b) The following trails are hereby designated as "national scenic trails":

(1) The Appalachian Trail, a trail of some two thousand miles, extending along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, following the route as generally depicted on the map numbered NST-AT-101 which shall be on file and available for public inspection in the office of the Director, National Park Service.

(2) Continental Divide Trail, northern sector, an approximately nine hundred mile segment of the Continental Divide Trail, extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to the intersection of the Divide with the western boundary of Yellowstone National Park, following the route as generally depicted on the map numbered NST-CDT-102 which shall be on file and available for public inspection in the Office of the Chief, Forest Service.

(3) Pacific Crest Trail, a two thousand three hundred and fifty mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map numbered NST-PC-103, which shall be on file and available for public inspection in the office of the Chief, Forest Service.

(4) Potomac Heritage Trail, an eight hundred and twenty-five mile trail extending generally from the mouth of the Potomac

River to its sources in Pennsylvania and West Virginia, including the one hundred and seventy mile Chesapeake and Ohio Canal towpath, following the route as generally depicted on the map numbered NST-PH-102, which shall be on file and available for public inspection in the office of the Director, National Park Service.

#### FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL NATIONAL SCENIC TRAILS

(c) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make studies of the feasibility and desirability (including costs and benefits) of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which the trails would pass and in cooperation with interested interstate, State, local governmental and private agencies and organizations concerned. The two Secretaries shall submit the studies to the President, together with their recommendations resulting therefrom for the inclusion of any or all such trails in the system, and the President shall submit to the Congress such recommendations, including legislation, as he deems appropriate. The studies shall include, among others, all or appropriate portions of—

(1) Continental Divide Trail, southern sector, an approximately two thousand two hundred mile segment of the Continental Divide Trail, extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the western boundary of Yellowstone National Park.

(2) Chisholm Trail, from San Antonio, Texas, approximately seven hundred miles north through Oklahoma to Abilene, Kansas.

(3) Lewis and Clark Trail, from St. Louis, Missouri, approximately four thousand six hundred miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(4) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(5) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(6) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(7) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(8) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(9) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending two thousand miles from Mt. Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of the Interior shall select the rights-of-way for trails designated as national scenic trails by subsection (b) of this section, paragraphs (1) and (4), and the Secretary of Agriculture shall select the rights-of-way for the trails designated by paragraphs (2) and (3). Such rights-of-way shall be (1) of sufficient width and so located to protect natural conditions, scenic and historic features, and primitive character of the trail area, to provide campsites, shelters, and related public-use facilities, and to



provide reasonable public access: Provided, however, That acquisitions in fee or lesser interests (including scenic easements) which are acquired other than by agreement with the landowner shall not exceed a total of fifty acres per mile but acquisition in fee shall not exceed twenty-five acres per mile; and (2) located to avoid, insofar as practicable, established highways, motor roads, mining areas, power transmission lines, existing commercial and industrial developments, range fences and improvements, private operations, and any other activities that would be incompatible with the protection of the trail in its natural condition and its use for outdoor recreation. Where practicable, the right-of-way for the Appalachian Trail shall include lands protected for it under agreements in effect on January 1, 1966, to which Federal agencies and States were parties. The location and width of a national scenic trail right-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting a right-of-way, the appropriate Secretary shall obtain the advice and assistance of the States, local governments, private organizations, landowners, the land users concerned, and the advisory council established under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If in his judgment changes in the right-of-way become desirable, he shall make the changes in the same manner.

#### MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

(e) The Secretary of the Interior and the Secretary of Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned, and the advisory councils, shall erect and maintain the uniform marker for the nationwide system of trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered under cooperative agreements, the Secretary of the Interior and the Secretary of Agriculture shall require the cooperating agencies to erect and maintain such marker.

#### ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

(f) The Secretary charged with the selection of the right-of-way for a national scenic trail shall establish an advisory council for each such trail. The appropriate Secretary shall consult with any such council from time to time with respect to matters relating to the trail, including the selection of the right-of-way, the selection, erection, and maintenance of the markers along the trail route, and the administration of the trail. The members of an advisory council shall be appointed for a term not to exceed five years by the appropriate Secretary as follows:

(1) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency.

(2) A member appointed to represent each State through which the trail passes and such appointments shall be made from

recommendations of the Governors of such States.

(3) One or more members appointed to represent landowners and private organizations that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of landowners and the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) subject to limitations set forth in subsection (d) hereof, acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

(h) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the States through which the trail passes and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(i) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the States or local governments involved shall be encouraged (1) to enter into written cooperative agreements with landowners, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer such lands or interests therein: *Provided*, That if the State or local governments fail to enter into such agreements or to acquire such lands or interests therein within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals; and (2) acquire private lands or interests therein by donation, purchase with donated or appropriated funds, or exchange, and may develop and administer such lands or interests therein: *Provided further*, That exchanges shall be governed by the provisions of subsection (h) of this section: *And provided further*, That the appropriate Secretary shall utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this subsection only in cases where, in his judgment, all rea-

sonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire the fee title only where, in his judgment, lesser interests in land (including scenic easements) or written agreements are not adequate, but such acquisitions may be made only to the extent authorized in subsection (d) of this section: *And provided further*, That neither Secretary may acquire lands, waters, or interests therein by condemnation without the owner's consent when 60 per centum or more of the acreage within the entire national scenic trail area is owned by Federal, State, or local governmental agencies, but this limitation shall not apply to the acquisition of scenic easements. Money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the purposes of this section.

(j) The Secretary of the Interior shall develop and administer the Appalachian and Potomac Heritage Trails and the Secretary of Agriculture shall develop and administer the Continental Divide and Pacific Crest Trails, except that any portion of any such trail that is within areas administered by another Federal agency shall be administered in such manner as may be agreed upon by the appropriate Secretary and the head of that agency, or as directed by the President. The Federal agencies shall coordinate their efforts to provide uniform administration and protection of the national scenic trails, and shall give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting the purposes of this section.

National scenic trails shall be administered, protected, developed, and maintained to retain their natural, scenic, and historic features; and provision may be made for campsites, shelters, and related public-use facilities; and other uses, including reasonable crossings, that will not substantially interfere with the nature and purposes of the trails may be permitted or authorized, as appropriate: *Provided*, That the use of motorized vehicles by the general public along any national scenic trail shall be prohibited, and the Appalachian Trail and the Potomac Heritage Trail in Virginia between Great Falls Park and Spout Run shall be developed and maintained primarily as a footpath to retain its natural environment: *Provided further*, That the Federal laws and regulations applicable to Federal lands or areas included in any national scenic trail shall continue to apply to the extent agreed upon by the appropriate Secretary and the head of the agency having jurisdiction over the Federal lands involved, or as directed by the President.

The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national scenic trail passes, and after consultation with the States, local governments, and private organizations concerned, and any advisory council established under subsection (f) of this section, may issue regulations, which may be revised from time to time, governing protection, management, use, development, and administration of a national scenic trail. Any person who violates a regulation issued pursuant to this Act shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

(k) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this section, but not to exceed \$10,000,000, for land acquisition during the five-year period beginning with the enactment of this Act. No funds for development of the Continental Divide Trail shall be appropriated until sixty days after the Secretary of Agriculture shall submit detailed plans for such development to the re-



spective Committees on Interior and Insular Affairs of the Senate and House of Representatives.

#### FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

SEC. 3. (a) The Secretary of the Interior and the Secretary of Agriculture are directed to improve, expand, and develop park, forest, and other recreation trails for hiking, horse-back riding, cycling, and other related uses on lands within areas administered by them: *Provided*, That the use of motorized vehicles by the general public shall be prohibited on such trails within (1) the natural and historical areas of the national park system; (2) the national wildlife refuge system; (3) the national wilderness preservation system; and (4) other Federal lands where trails are designated as being closed to such use by the appropriate Secretary. Such trails may be designated and suitably marked as part of the nationwide system of trails by the appropriate Secretary.

(b) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 4. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreational trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including non-profit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### UTILITY RIGHTS-OF-WAY

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized, with the cooperation of the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction, control over, or information concerning the use, abandonment, or disposition of rights-of-way and similar properties that may be suitable for trail route purposes, to develop effective procedures to assure that, wherever practicable, utility rights-of-way or similar properties having value for trail route purposes may be made available for such use.

Mr. MANSFIELD. Mr. President, the passage of this bill to establish a nation-

wide system of trails is but one additional monument to the distinguished Senator from Washington [Mr. JACKSON] in preserving for future generations the natural beauty and splendor of America. Future generations will pay the true tribute to his leadership and those of this generation that followed his leadership in the field of conservation.

I wish also to express my appreciation to the senior Republican of the body, the Senator from Vermont [Mr. AIKEN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Wyoming [Mr. HANSEN] for their cooperation in the expeditious handling of this measure.

#### PRESIDENT JOHNSON'S PEACE INITIATIVE SUCCEEDS

Mr. BAYH. Mr. President, today President Johnson signed the Nuclear Non-proliferation Treaty on behalf of the U.S. Government. The President referred to it as the most important international agreement since the beginning of the nuclear age.

This treaty adds to the security of all nations on the globe because it will reduce the dangers of nuclear war among nations. As an additional benefit peaceful applications of nuclear energy will be encouraged by the treaty.

On the occasion of signing the treaty, President Johnson announced that agreement has finally been reached between the Soviet Union and the United States to discuss limitations on strategic weapons systems. This step was first proposed by the President more than 4 years ago. The President's persistent and patient efforts have brought the world's two global powers to the talking stage on lowering the threat of nuclear war.

Although much hard work and debate lie ahead, the entire world can breathe a little easier now.

#### SCHOOL FOR ADMIRALS

Mr. JACKSON. Mr. President, as many Senators know who have had the privilege of visiting the U.S. Naval War College in Newport, which is under the leadership of Vice Adm. John T. Hayward, that college is today a stimulating, up-to-date, educational center, where free inquiry and discussion are encouraged and respected.

Admiral Hayward rose from the Navy's enlisted ranks. He is now one of the Navy's top-ranking officers. A scientist by training, an able administrator, and a distinguished leader in seagoing commands, Admiral Hayward represents the kind of outstanding officer the Navy and the Nation needs in these fast-changing and dangerous times.

I invite the attention of Senators to an informative article about the U.S. Naval War College which was published in a recent issue of the Wall Street Journal and ask unanimous consent that it be printed in the RECORD:

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Wall Street Journal, June 23, 1968]

SCHOOL FOR ADMIRALS: AN INTELLECTUAL OFFICER TRIES TO WIDEN OUTLOOK OF FUTURE NAVY LEADERS—HAYWARD, WAR COLLEGE HEAD, ADDS NONMILITARY SUBJECTS, CALLS ON VIETNAM CRITICS—GRAFFITO IN MEN'S ROOM

(By Neil Ulman)

NEWPORT, R.I.—The U.S. Naval War College, a collection of imposing gray stone buildings overlooking Narragansett Bay, has for 84 years been a school of strategy and command for senior officers. Its 10-month course has traditionally concentrated on battle planning, fleet maneuver and control, logistics and weapons systems.

But now a guest lecturer blasts the U.S. presence in Vietnam. A professor tells his class that the State Department's rationale for the Cuban quarantine is all wet. A picture of Ho Chi Minh hangs prominently in an administrative office. And a favored new text is Che Guevara on Guerrilla Warfare.

Some might call this treason, but Vice Admiral John T. Hayward doesn't. He has spent 44 of his 59 years in the Navy (he lied about his age to get in), rising from the enlisted ranks to become the Navy's tenth-ranking officer. For the past two years, he has been president of the War College here—a post he is expected to relinquish soon—and he is responsible for its new look.

#### THREE DAYS IN THE BRIG

Admiral Hayward, a high school dropout, Annapolis graduate and respected atomic physicist, knows the role of the modern military man involves more than guns and ships. Knowledge of economics, politics, sociology and psychology is essential, he figures, for officers who are more likely to be called upon to engage in delicate cold war jousting with the Soviets or to strengthen the social structure of a backward Asian land than to exchange shellfire with an enemy. Admiral Hayward also wants his students to get views from every side, which is why he invites critics of U.S. policy as guest lecturers and gives his regular faculty—10 civilians and 30 or so military men—complete freedom to speak their minds.

Despite an occasional raised eyebrow from old-line military men, most observers think the free-wheeling atmosphere created here by Admiral Hayward is all to the good. The students at the War College—along with those at the Army War College in Pennsylvania and the Air War College in Alabama, where the same liberalizing trends are stirring—are generally the officers considered to have the potential for moving up to the top command positions in the services. For such men, students of military affairs agree, exposure to a broad view of the complex modern world is increasingly important.

The admiral, who as a recruit once spent three days in the brig for impertinence, deliberately tries to provoke some irreverence on his snappishly military campus. He's procured the "autographed" picture of Ho Chi Minh in the public information officer's office. And in the War College's otherwise immaculate senior officers' toilet, a penciled scrawl reads, "Anderson Is Alive and Well in Portugal." The sardonic reference is to Admiral George Anderson, who was removed as Chief of Naval Operations and made ambassador to Portugal by President Kennedy after clashing with former Defense Secretary Robert McNamara over what the admiral viewed as unwarranted intrusion of civilian officials into military strategy.

#### INTELLECTUALS, NOT TECHNICIANS

Mr. McNamara is indirectly responsible for some of the change here. As Defense Secretary, he shifted the burden of defense deci-



tionmaking to civilians, rankling many military men who felt they had been relegated to the role of "mere technicians," as Admiral Hayward puts it. The admiral believes the military men should recapture their prestige and influence, and he says the way for them to do it is to "broaden their professional education."

Accordingly, when he became president of the War College in February 1966, the place took on a whole new look. In little over a year, he doubled the civilian faculty, overhauled the curriculum, established a chair in economics and forged working ties with Brown, Harvard, Massachusetts Institute of Technology and the University of Rhode Island.

"When I got here," the square-jawed admiral says, "there was an obsession with the procedures of military planning. That's strictly mechanical—not an intellectual exercise. I wanted to make this a year of intellectual growth for my students so they could go on to future duties as broader men."

One of the first changes made by Admiral Hayward and Prof. Frederick H. Hartmann, senior civilian instructor and former head of the department of international relations at the University of Florida, was to run all students through a three-month survey course in the fundamentals of maritime history, international law, international relations and economics.

"These students are tops operationally, but they're from diverse backgrounds, and they've been out of college a long time," says Prof. Hartmann. "We start with the basics, assuming nothing, so that when we talk later about, say, the balance of payments, we won't leave anyone behind."

#### MAO TSE-TUNG AND CHE GUEVARA

Officers who were familiar with the pre-Hayward War College are impressed with the changes. "When I was a student here, we all wrote the same damn thesis on the military potential of the USSR versus the United States, and that was it," says Capt. Robert N. Miller, who has returned to the War College as an administrator.

Now, an antisubmarine officer writes a thesis on the role of birth control in U.S. foreign policy, another officer writes on "U.S. Investments in Canada—A Threat to Sovereignty?" and a third analyzes "The Newsman in Vietnam: Responsible or Irresponsible?" Papers on warfare quote heavily from Mao Tse-tung, Che Guevara and North Vietnamese Gen. Vo Nguyen Giap.

All this is not to say, however, that Admiral Hayward has abandoned the war part of the War College. Students still study the traditional war courses, and they still spend about a tenth of their time here playing war games.

Indeed, in a Navy that has always gone in heavily for elaborate training aids, the War College's \$7.5 million Naval Electronic Warfare Simulator (NEWS) is, as one officer calls it, "the grand-daddy of them all." Housed in a three-story, block-long building, the simulator took 13 years to build. A staff of 70 operates and maintains it.

War situations are protected on the towering NEWS screen, showing real or hypothetical geographical areas from 40 to 4,000 miles square. Only the umpires can see the screen, however. The students, isolated in "command centers," receive only such information as they would normally get in an aircraft cockpit or on a ship's bridge.

The students then maneuver forces to bomb, shell or torpedo each other. Their commands are fed into a computer, which projects the battle on the screen for the umpires to see. The idea is to give the students experience in command decisions under simulated battle pressure. When the War College students aren't using the machine, officers from the operating forces use it to work out actual battle plans whose "soundness," says a NEWS brochure, "can be tested with startling accuracy."

#### LACKING STUDENTS AND FACULTY

The War College administration would like to get a new computer that would pose a greater variety of situations and give realistic damage assessments, any they probably will get it before too long. The college, which counts most top officers among its alumni, usually gets most of the equipment it wants.

What Admiral Hayward can't readily get, however, are teachers and students. "I want a chair in comparative cultures when I can get the right man," the admiral says. "But it's hard, I have to sell the War College to scholars. They don't understand it. They don't realize there's complete academic freedom here."

Former faculty members stick up for the college. "It's a very stimulating place," says Harry L. Coles, who taught history at the War College last year and who now is chairman of the history department at Ohio State University. Dennis M. O'Connor, who taught international law at the War College last year and who now teaches at the University of Miami, agrees. "They'll never teach an antiwar curriculum there," he says, "but there's as much academic freedom as at any university I've seen."

Prof. Hartmann, the senior civilian instructor, cites another advantage of teaching at the War College. "I have off-the-record access to top State Department and Defense Department people who come here all the time," he says. "You can't get that anywhere else."

#### AN INCIDENT IN ALABAMA

To insure open inquiry and discussion by students, instructors and visiting lecturers, the Naval War College and its sister institutions of the Army and Air Force have decreed that nothing said in a class or lecture is to be repeated off the campuses. Nevertheless, Maj. Gen. Jerry D. Paige was relieved as commandant of the Air War College in Montgomery, Ala., last year after his criticisms of ordnance shortages in Vietnam, made in a supposedly off-the-record seminar, were relayed to the Pentagon.

"That's what can happen if you don't have good men backing you up," says Admiral Hayward. "I intend to see we keep academic freedom here, but without men like Paul Nitze (Under Secretary of Defense and former Secretary of the Navy) who understands what we're trying to do, we could be in trouble."

The lack of students at the War College here has nothing to do with fears over academic freedom. It's simply that so many officers are needed to fight the Vietnam war that they can't be released for a year of study.

"A force commander flew all the way up here from Norfolk for lunch recently to try to cancel War College orders for one of his men," says a faculty member. Such resistance persists despite a directive from the Chief of Naval Operations that officers assigned to the War College for study be turned loose whenever possible.

About a third of the openings for captains and commanders went unfilled in the class that graduated here Wednesday. There were 140 openings, but only 96 students in that section. Another 117 junior officers—junior commanders and lieutenant commanders—were graduated from a second section of the school, which had room for 150. Thirty-one officers from friendly foreign navies were graduated from the third section.

#### A MASTER SURFACE TRANSPORTATION

Mr. MOSS. Mr. President, about a year ago, Representative JOHN Moss and I introduced in our respective bodies a joint resolution directing the Department of Transportation and the Interstate Commerce Commission to prepare and submit to Congress a master surface

transportation plan utilizing to best advantage all rail and highway facilities in the country, and recommending the improvement of these modes of travel wherever possible.

The Moss-Moss bill as it has become known, has evoked considerable discussion, and last week my joint resolution, Senate Joint Resolution 52, was reported by the Surface Transportation Subcommittee to the Committee on Commerce for further consideration.

Coincidentally, the same day the resolution was ordered reported, the Interstate Commerce Commission sent to Congress a 100-page report in which it requested authorization of a similar comprehensive study, predicting that if certain policies of both the Federal Government and the railroads are not changed quickly, significant segments of the country's railway passenger service will vanish within a few years.

Full news coverage of the ICC recommendation was carried in both the New York Times and the Wall Street Journal on June 27, I ask unanimous consent that these articles be printed in the RECORD.

Mr. President, there is no doubt that we must undertake—and soon—some massive long-range ground transportation planning to make the best use of both of our railways and our highways. Until we do this our surface transportation system will continue to deteriorate.

Because we have no ground transportation blueprint, we are allowing our railroads to be consolidated and unified and merged until we no longer have adequate rail service in many sections of the country. We are also allowing our good passenger trains—often our blue ribbon trains—to be taken out of service one by one. I venture to say that no other modern nation in the world has allowed its passenger rail service to deteriorate as we have in the United States in the last two decades.

What we need is an immediate moratorium on the reduction of passenger train service pending the completion of a master plan. The Moss joint resolution would restrain the ICC from approving any railroad consolidations or mergers during the 1 year during which the authorized study would be made, and would also prevent further discontinuance of any scheduled trains unless such service reductions are approved by the States involved. It is the answer to the problem the ICC has outlined—an answer which is in the works already.

On May 13, the New York Times published an editorial entitled "Hotfoot for the ICC" which outlines what is happening to American passenger service, and indicates the extent to which both ICC and railroad policies must be changed if America is to continue to have an operating network of railroads providing transportation for both our people and our freight. Because the editorial makes a case for the passage of the Moss joint resolution far better than I could, I ask unanimous consent that it be printed in the RECORD.

There being no objection, the material was ordered to be printed in the RECORD, as follows:





War situations are projected on the towering NEWS screen, showing real or hypothetical geographical areas from 40 to 4,000 miles square. Only the umpires can see the screen, however. The students, isolated in "command centers," receive only such information as they would normally get in an aircraft cockpit or on a ship's bridge.

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90TH CONGRESS  
2D SESSION

# S. 827

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IN THE HOUSE OF REPRESENTATIVES

JULY 2, 1968

Referred to the Committee on Interior and Insular Affairs

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## AN ACT

To establish a nationwide system of trails, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3                               STATEMENT OF POLICY

4       SECTION 1. (a) The Congress finds that in order to pro-  
5       vide for the ever-increasing outdoor recreation needs of an  
6       expanding population and to promote public access to, travel  
7       within, and enjoyment of, the National and State parks,  
8       forests, recreation areas, historic sites, and other areas,  
9       existing trails should be improved and maintained and addi-  
10      tional trails should be established both in the remaining



1 highly scenic and unspoiled areas and in the metropolitan  
2 areas of the Nation.

3 NATIONWIDE SYSTEM OF TRAILS

4 (b) To carry out the policy set forth in subsection  
5 (a) of this section, there is hereby established a nation-  
6 wide system of trails composed of (1) trails designated  
7 as "national scenic trails" in this Act or subsequent Acts of  
8 Congress; (2) park, forest, and other recreation trails on  
9 lands within areas administered by the Secretary of the  
10 Interior or the Secretary of Agriculture when designated by  
11 the appropriate Secretary; (3) park, forest, and other recrea-  
12 tion trails on lands administered by the States when desig-  
13 nated by the States and approved by the Secretary of the  
14 Interior; and (4) recreation trails on lands in and near  
15 metropolitan areas when designated by the administering  
16 agency and approved by the Secretary of the Interior. The  
17 Secretary of the Interior and the Secretary of Agriculture,  
18 in consultation with the appropriate Federal agencies, States,  
19 local governments, private organizations, and advisory coun-  
20 cils, shall select a uniform marker for the nationwide system  
21 of trails, and shall provide for the placement upon the uni-  
22 form marker of a distinctive symbol for each national scenic  
23 trail.

1           **DEFINITION OF NATIONAL SCENIC TRAILS**

2           **SEC. 2.** (a) A national scenic trail eligible to be included  
3   in the system is an extended trail which has natural historic  
4   and scenic qualities that give the trail recreation use potential  
5   of national significance. Such trails could be several hundred  
6   miles long, have overnight shelters at appropriate intervals,  
7   and be interconnected with other major trails to permit the  
8   enjoyment of extended hiking or riding experiences. A stand-  
9   ard of excellence in the routing, construction, maintenance,  
10   and marking consistent with each trail's character and pur-  
11   pose should distinguish all national scenic trails. Each should  
12   stand out in its own right as a recreation resource of super-  
13   lative quality and physical challenge, and might extend  
14   through or into several States.

15           (b) The following trails are hereby designated as "na-  
16   tional scenic trails":

17           (1) The Appalachian Trail, a trail of some two thou-  
18   sand miles, extending along the Appalachian Mountains  
19   from Mount Katahdin, Maine, to Springer Mountain, Geor-  
20   gia, following the route as generally depicted on the map  
21   numbered NST-AT-101 which shall be on file and avail-  
22   able for public inspection in the office of the Director, Na-  
23   tional Park Service.

1       (2) Continental Divide Trail, northern sector, an ap-  
2 proximately nine hundred mile segment of the Continental  
3 Divide Trail, extending from the Canadian border in Glacier  
4 National Park southward generally along the Continental  
5 Divide to the intersection of the Divide with the western  
6 boundary of Yellowstone National Park, following the route  
7 as generally depicted on the map numbered NST-CDT-102  
8 which shall be on file and available for public inspection in  
9 the Office of the Chief, Forest Service.

10       (3) Pacific Crest Trail, a two thousand three hundred  
11 and fifty mile trail extending from the Mexican-California  
12 border northward generally along the mountain ranges of  
13 the west coast States to the Canadian-Washington border  
14 near Lake Ross, following the route as generally depicted on  
15 the map numbered NST-PC-103, which shall be on file and  
16 available for public inspection in the office of the Chief,  
17 Forest Service.

18       (4) Potomac Heritage Trail, an eight hundred and  
19 twenty-five mile trail extending generally from the mouth  
20 of the Potomac River to its sources in Pennsylvania and  
21 West Virginia, including the one hundred and seventy mile  
22 Chesapeake and Ohio Canal towpath, following the route  
23 as generally depicted on the map numbered NST-PH-102,  
24 which shall be on file and available for public inspection in  
25 the office of the Director, National Park Service.



1 FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL  
2 NATIONAL SCENIC TRAILS

3 (c) The Secretary of the Interior, and the Secretary of  
4 Agriculture where lands administered by him are involved,  
5 shall make studies of the feasibility and desirability (includ-  
6 ing costs and benefits) of designating other trails as national  
7 scenic trails. Such studies shall be made in consultation  
8 with the heads of other Federal agencies administering lands  
9 through which the trails would pass and in cooperation with  
10 interested interstate, State, local governmental and private  
11 agencies and organizations concerned. The two Secretaries  
12 shall submit the studies to the President, together with their  
13 recommendations resulting therefrom for the inclusion of any  
14 or all such trails in the system, and the President shall sub-  
15 mit to the Congress such recommendations, including legis-  
16 lation, as he deems appropriate. The studies shall include,  
17 among others, all or appropriate portions of—

18 (1) Continental Divide Trail, southern sector, an  
19 approximately two thousand two hundred mile seg-  
20 ment of the Continental Divide Trail, extending from  
21 near the Mexican border in southwestern New Mexico  
22 northward generally along the Continental Divide to  
23 the intersection of the divide with the western boundary  
24 of Yellowstone National Park.

25 (2) Chisholm Trail, from San Antonio, Texas,

1 approximately seven hundred miles north through Okla-  
2 homa to Abilene, Kansas.

3 (3) Lewis and Clark Trail, from St. Louis,  
4 Missouri, approximately four thousand six hundred miles  
5 to the Pacific Ocean in Oregon, following both the out-  
6 bound and inbound routes of the Lewis and Clark  
7 Expedition.

8 (4) Natchez Trace, from Nashville, Tennessee,  
9 approximately six hundred miles to Natchez, Mississippi.

10 (5) North Country Trail, from the Appalach-  
11 ian Trail in Vermont, approximately three thousand two  
12 hundred miles through the States of New York, Penn-  
13 sylvania, Ohio, Michigan, Wisconsin, and Minnesota,  
14 to the Lewis and Clark Trail in North Dakota.

15 (6) Oregon Trail, from Independence, Mis-  
16 souri, approximately two thousand miles to near Fort  
17 Vancouver, Washington.

18 (7) Santa Fe Trail, from Independence, Mis-  
19 souri, approximately eight hundred miles to Santa Fe,  
20 New Mexico.

21 (8) Long Trail, extending two hundred and fifty-  
22 five miles from the Massachusetts border northward  
23 through Vermont to the Canadian border.

24 (9) Mormon Trail, extending from Nauvoo,

1 Illinois, to Salt Lake City, Utah, through the States of  
2 Iowa, Nebraska, and Wyoming.

3 (10) Gold Rush Trails in Alaska.

4 (11) Mormon Battalion Trail, extending two thou-  
5 sand miles from Mt. Pisgah, Iowa, through Kansas,  
6 Colorado, New Mexico and Arizona to Los Angeles,  
7 California.

#### 8 SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

9 (d) The Secretary of the Interior shall select the rights-  
10 of-way for trails designated as national scenic trails by sub-  
11 section (b) of this section, paragraphs (1) and (4), and  
12 the Secretary of Agriculture shall select the rights-of-way for  
13 the trails designated by paragraphs (2) and (3). Such  
14 rights-of-way shall be (1) of sufficient width and so located  
15 to protect natural conditions, scenic and historic features, and  
16 primitive character of the trail area, to provide campsites,  
17 shelters, and related public-use facilities, and to provide  
18 reasonable public access: *Provided, however,* That acqui-  
19 sitions in fee or lesser interests (including scenic easements)  
20 which are acquired other than by agreement with the land-  
21 owner shall not exceed a total of fifty acres per mile but  
22 acquisition in fee shall not exceed twenty-five acres per mile;  
23 and (2) located to avoid, insofar as practicable, established  
24 highways, motor roads, mining areas, power transmission



1 lines, existing commercial and industrial developments, range  
2 fences and improvements, private operations, and any other  
3 activities that would be incompatible with the protection of  
4 the trail in its natural condition and its use for outdoor  
5 recreation. Where practicable, the right-of-way for the  
6 Appalachian Trail shall include lands protected for it under  
7 agreements in effect on January 1, 1966, to which Federal  
8 agencies and States were parties. The location and width of  
9 a national scenic trail right-of-way across Federal lands under  
10 the jurisdiction of another Federal agency shall be by agree-  
11 ment between the head of that agency and the appropriate  
12 Secretary. In selecting a right-of-way, the appropriate Secre-  
13 tary shall obtain the advice and assistance of the States, local  
14 governments, private organizations, landowners, the land  
15 users concerned, and the advisory council established under  
16 subsection (f) of this section. The appropriate Secretary may  
17 revise the location and width of a right-of-way from time to  
18 time as required by circumstances, with the consent of the  
19 head of any other Federal agency involved, and with the  
20 advice and assistance of the aforesaid States, local govern-  
21 ments, private organizations, landowners, land users, and the  
22 advisory council.

23       The appropriate Secretary shall publish notice of the  
24 selection of a right-of-way in the Federal Register, together  
25 with appropriate maps and descriptions. If in his judgment

1 changes in the right-of-way become desirable, he shall make  
2 the changes in the same manner.

3       **MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS**

4       (e) The Secretary of the Interior and the Secretary of  
5 Agriculture, in consultation with the Federal agencies, States,  
6 local governments, private organizations concerned, and the  
7 advisory councils, shall erect and maintain the uniform  
8 marker for the nationwide system of trails at appropriate  
9 points along each national scenic trail route, and shall select  
10 a symbol for each such trail for placement upon the uniform  
11 marker. Where the trail route passes through Federal lands,  
12 such marker shall be erected and maintained by the Federal  
13 agency administering the lands. Where the trail route passes  
14 through non-Federal lands and is administered under co-  
15 operative agreements, the Secretary of the Interior and the  
16 Secretary of Agriculture shall require the cooperating agen-  
17 cies to erect and maintain such marker.

18       **ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS**

19       (f) The Secretary charged with the selection of the  
20 right-of-way for a national scenic trail shall establish an  
21 advisory council for each such trail. The appropriate Secre-  
22 tary shall consult with any such council from time to time  
23 with respect to matters relating to the trail, including the  
24 selection of the right-of-way, the selection, erection, and

1 maintenance of the markers along the trail route, and the ad-  
2 ministration of the trail. The members of an advisory council  
3 shall be appointed for a term not to exceed five years by the  
4 appropriate Secretary as follows:

5 (1) A member appointed to represent each Fed-  
6 eral department or independent agency administering  
7 lands through which the trail route passes and each ap-  
8 pointee shall be the person designated by the head of  
9 such department or agency.

10 (2) A member appointed to represent each State  
11 through which the trail passes and such appointments  
12 shall be made from recommendations of the Governors  
13 of such States.

14 (3) One or more members appointed to represent  
15 landowners and private organizations that, in the opinion  
16 of the Secretary, have an established and recognized  
17 interest in the trail and such appointments shall be  
18 made from recommendations of landowners and the  
19 heads of such organizations. In the case of the Appa-  
20 lachian Trail, the Appalachian Trail Conference shall  
21 be represented by a sufficient number of persons to  
22 represent the various sections of the country through  
23 which the trail passes.

24 The appropriate Secretary shall designate one member



1 to be chairman. Any vacancy in a council shall be filled in  
2 the same manner as the original appointment.

3 Members of an advisory council shall serve without  
4 compensation, but the appropriate Secretary may pay the  
5 expenses reasonably incurred by the council in the per-  
6 formance of its functions upon presentation of vouchers signed  
7 by the chairman.

8 ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF

9 LANDS FOR NATIONAL SCENIC TRAILS

10 (g) Within the exterior boundaries of areas under their  
11 administration that are included in the right-of-way selected  
12 for a national scenic trail as provided in subsection (d) of  
13 this section, the heads of Federal agencies may (1) enter  
14 into written cooperative agreements with landowners, States,  
15 local governments, private organizations, and individuals in  
16 order to develop, operate, and maintain the trail; and (2)  
17 subject to limitations set forth in subsection (d) hereof,  
18 acquire lands or interests in lands by donation, purchase with  
19 donated or appropriated funds, or exchange.

20 (h) The Secretary of the Interior, in the exercise of  
21 his exchange authority, may accept title to any non-Federal  
22 property within the right-of-way, and in exchange therefor  
23 he may convey to the grantor of such property any fed-  
24 erally owned property under his jurisdiction which is located

1 in the States through which the trail passes and which he  
2 classifies as suitable for exchange or other disposal. The  
3 values of the properties so exchanged either shall be approx-  
4 imately equal, or if they are not approximately equal the  
5 values shall be equalized by the payment of cash to the  
6 grantor or to the Secretary as the circumstances require.  
7 The Secretary of Agriculture, in the exercise of his exchange  
8 authority, may utilize authorities and procedures available  
9 to him in connection with exchanges of national forest lands.

10 (i) Where the lands included in a national scenic trail  
11 right-of-way are outside of the exterior boundaries of fed-  
12 erally administered areas, the States or local governments  
13 involved shall be encouraged (1) to enter into written  
14 cooperative agreements with landowners, private organiza-  
15 tions, and individuals in order to develop, operate, and  
16 maintain the trail; and (2) to acquire, develop, and admin-  
17 ister such lands or interests therein: *Provided*, That if the  
18 State or local governments fail to enter into such agreements  
19 or to acquire such lands or interests therein within two years  
20 after the selection of the right-of-way, the Secretary charged  
21 with the selection of the right-of-way may (1) enter into  
22 such agreements with landowners, States, local governments,  
23 private organizations, and individuals; and (2) acquire pri-  
24 vate lands or interests therein by donation, purchase with  
25 donated or appropriated funds, or exchange, and may de-

1 develop and administer such lands or interests therein: *Pro-*  
2 *vided further*, That exchanges shall be governed by the  
3 provisions of subsection (h) of this section: *And provided*  
4 *further*, That the appropriate Secretary shall utilize con-  
5 demnation proceedings without the consent of the owner to  
6 acquire private lands or interests therein pursuant to this  
7 subsection only in cases where, in his judgment, all reason-  
8 able efforts to acquire such lands or interests therein by  
9 negotiation have failed, and in such cases he shall acquire  
10 the fee title only where, in his judgment, lesser interests  
11 in land (including scenic easements) or written agreements  
12 are not adequate, but such acquisitions may be made only to  
13 the extent authorized in subsection (d) of this section: *And*  
14 *provided further*, That neither Secretary may acquire lands,  
15 waters, or interests therein by condemnation without the  
16 owner's consent when 60 per centum or more of the acreage  
17 within the entire national scenic trail area is owned by Fed-  
18 eral, State, or local governmental agencies, but this limita-  
19 tion shall not apply to the acquisition of scenic easements.  
20 Money appropriated for Federal purposes from the land and  
21 water conservation fund shall be available for the acquisition  
22 of property for the purposes of this section.

23 (j) The Secretary of the Interior shall develop and  
24 administer the Appalachian and Potomac Heritage Trails  
25 and the Secretary of Agriculture shall develop and adminis-



1 ter the Continental Divide and Pacific Crest Trails, except  
2 that any portion of any such trail that is within areas  
3 administered by another Federal agency shall be adminis-  
4 tered in such manner as may be agreed upon by the appro-  
5 priate Secretary and the head of that agency, or as directed  
6 by the President. The Federal agencies shall coordinate  
7 their efforts to provide uniform administration and protec-  
8 tion of the national scenic trails, and shall give encourage-  
9 ment to, and cooperate with, States, local governments,  
10 private organizations, and individuals in promoting the pur-  
11 poses of this section.

12 National scenic trails shall be administered, protected,  
13 developed, and maintained to retain their natural, scenic,  
14 and historic features; and provision may be made for camp-  
15 sites, shelters, and related public-use facilities; and other  
16 uses, including reasonable crossings, that will not substan-  
17 tially interfere with the nature and purposes of the trails  
18 may be permitted or authorized, as appropriate: *Provided*,  
19 That the use of motorized vehicles by the general public  
20 along any national scenic trail shall be prohibited, and the  
21 Appalachian Trail and the Potomac Heritage Trail in Vir-  
22 ginia between Great Falls Park and Spout Run shall be de-  
23 veloped and maintained primarily as a footpath to retain its  
24 natural environment: *Provided further*, That the Federal  
25 laws and regulations applicable to Federal lands or areas in-

1 included in any national scenic trail shall continue to apply to  
2 the extent agreed upon by the appropriate Secretary and the  
3 head of the agency having jurisdiction over the Federal lands  
4 involved, or as directed by the President.

5     The appropriate Secretary, with the concurrence of the  
6 heads of any other Federal agencies administering lands  
7 through which a national scenic trail passes, and after con-  
8 sultation with the States, local governments, and private  
9 organizations concerned, and any advisory council estab-  
10 lished under subsection (f) of this section, may issue regula-  
11 tions, which may be revised from time to time, governing  
12 protection, management, use, development, and administra-  
13 tion of a national scenic trail. Any person who violates a  
14 regulation issued pursuant to this Act shall be guilty of a  
15 misdemeanor, and may be punished by a fine of not more  
16 than \$500, or by imprisonment not exceeding six months,  
17 or by both such fine and imprisonment.

18     (k) There are hereby authorized to be appropriated  
19 such sums as may be necessary to carry out the provisions  
20 of this section, but not to exceed \$10,000,000, for land  
21 acquisition during the five-year period beginning with the  
22 enactment of this Act. No funds for development of the  
23 Continental Divide Trail shall be appropriated until sixty  
24 days after the Secretary of Agriculture shall submit detailed  
25 plans for such development to the respective Committees on

1 Interior and Insular Affairs of the Senate and House of  
2 Representatives.

3 FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

4 SEC. 3. (a) The Secretary of the Interior and the  
5 Secretary of Agriculture are directed to improve, expand,  
6 and develop park, forest, and other recreation trails for  
7 hiking, horseback riding, cycling, and other related uses on  
8 lands within areas administered by them: *Provided*, That  
9 the use of motorized vehicles by the general public shall  
10 be prohibited on such trails within (1) the natural and  
11 historical areas of the national park system; (2) the national  
12 wildlife refuge system; (3) the national wilderness preser-  
13 vation system; and (4) other Federal lands where trails  
14 are designated as being closed to such use by the appropriate  
15 Secretary. Such trails may be designated and suitably marked  
16 as part of the nationwide system of trails by the appropriate  
17 Secretary.

18 (b) Whenever the Secretary of the Interior makes any  
19 conveyance of land under any of the public land laws, he  
20 may reserve a right-of-way for trails to the extent he deems  
21 necessary to carry out the purposes of this Act.

22 STATE AND METROPOLITAN AREA TRAILS

23 SEC. 4. (a) The Secretary of the Interior is directed to  
24 encourage States to consider, in their comprehensive state-  
25 wide outdoor recreation plans and proposals for financial



1 assistance for State and local projects submitted pursuant to  
2 the Land and Water Conservation Fund Act, needs and  
3 opportunities for establishing park, forest, and other recrea-  
4 tion trails on lands owned or administered by States, and  
5 recreation trails on lands in or near urban areas. He is  
6 further directed, in accordance with the authority contained  
7 in the Act of May 28, 1963 (77 Stat. 49), to encourage  
8 States, political subdivisions, and private interests, including  
9 nonprofit organizations, to establish such trails.

10 (b) The Secretary of Housing and Urban Develop-  
11 ment is directed, in administering the program of compre-  
12 hensive urban planning and assistance under section 701 of  
13 the Housing Act of 1954, to encourage the planning of  
14 recreation trails in connection with the recreation and trans-  
15 portation planning for metropolitan and other urban areas.  
16 He is further directed, in administering the urban open-  
17 space program under title VII of the Housing Act of 1961,  
18 to encourage such recreation trails.

19 (c) The Secretary of Agriculture is directed, in accord-  
20 ance with authority vested in him, to encourage States and  
21 local agencies and private interests to establish such trails.

22 (d) Such trails may be designated and suitably marked  
23 as parts of the nationwide system of trails by the States, their  
24 political subdivisions, or other appropriate administering  
25 agencies with the approval of the Secretary of the Interior.

## 1 UTILITY RIGHTS-OF-WAY

2 SEC. 5. The Secretary of the Interior and the Secretary  
3 of Agriculture are authorized, with the cooperation of the  
4 Interstate Commerce Commission, the Federal Communica-  
5 tions Commission, the Federal Power Commission, and other  
6 Federal agencies having jurisdiction, control over, or informa-  
7 tion concerning the use, abandonment, or disposition of  
8 rights-of-way and similar properties that may be suitable  
9 for trail route purposes, to develop effective procedures to  
10 assure that, wherever practicable, utility rights-of-way or  
11 similar properties having value for trail route purposes may  
12 be made available for such use.

Passed the Senate July 1, 1968.

Attest: FRANCIS R. VALEO.

*Secretary.*

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**AN ACT**

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To establish a nationwide system of trails, and  
for other purposes.

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JULY 2, 1968

Referred to the Committee on Interior and Insular  
Affairs







# DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued July 5, 1968  
For actions of July 3, 1968  
90th-2nd; No. 115

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HIGHLIGHTS: Senate committee voted to report dairy indemnity and grain inspection bills. House committee reported scenic rivers, Redwood National Park, and nationwide trails bills. House committee reported FHA loan bill. House received Public Law 480 conference report. House passed road authorization bill. House subcommittee voted to report co-op tax exemption bill. Rep. Arends stated farmer is "forgotten man."

## SENATE

1. DAIRY. The Agriculture and Forestry Committee voted to report (but did not actually report) S. 3638, to extend the authority for indemnity payments to dairy farmers who are directed to remove their milk from markets because it contains certain chemical residues. p. D637

2. GRAINS. The Agriculture and Forestry Committee voted to report (but did not actually report) H.R. 15794, to amend the laws relating to the inspection and grading of grain. p. D638
3. LOANS. The Agriculture and Forestry Committee voted to report (but did not actually report) H.R. 15562, to extend the act which authorizes loans by the Secretary of Agriculture on leasehold interests in Hawaii. pp. D637-8
4. RECREATION. Passed as reported H.R. 9098, to revise the boundaries of the Badlands National Monument in S. Dak. The bill provides for transfer to Interior of about 253,000 acres of gunnery range lands declared excess to the needs of the Air Force. pp. S8167-8
5. RECLAMATION. Passed without amendment S. 3575, to authorize the Secretary of the Interior to engage in feasibility investigations of certain water resource developments. p. S8166
6. EMPLOYMENT. Agreed to H. Con. Res. 705, to express the sense of Congress that employment opportunities should be made available to veterans who return from military service in Vietnam and elsewhere. pp. S8165-6
7. WATERSHEDS. The Agriculture and Forestry Committee voted to report (but did not actually report) plans for works of improvement on certain watershed projects. p. D638
8. ADJOURNED until Mon., July 8. p. S8200

HOUSE

9. HIGHWAYS. Passed with amendment S. 3418, the highway authorization bill (pp. H5958-96). Agreed to an amendment by Reps. McCarthy and Cramer "to prevent Federal control over local parks and recreation areas in the future" (pp. H5960-63). Rejected a motion by Rep. Schwengel to recommit the bill (p. H5980). H. R. 17134, a similar bill passed earlier with amendments was tabled.
10. APPROPRIATIONS. Passed with amendments H.R. 18188, the Transportation Department appropriation bill (pp. H5996-6018). Rejected a motion by Rep. Gross to recommit the bill (p. H6018).
11. SCENIC RIVERS; REDWOOD NATIONAL PARK; TRAILS. The Interior and Insular Affairs Committee ~~reported without amendment H.R. 18260, to provide for a national scenic rivers system (H. Rept. 1623); with amendment S. 2515, to authorize the establishment of Redwood National Park (H. Rept. 1630); and with amendment H.R. 4865, to establish a nationwide system of trails (H. Rept 1631).~~ p. H6047
12. WILDLIFE; TECHNICAL SERVICES. The Rules Committee reported resolutions for the consideration of H.R. 11618, to prevent the importation of endangered species of fish or wildlife into the United States, to prevent the interstate shipment of reptiles, amphibians, and other wildlife taken contrary to State law; and H.R. 16824, to extend for an additional year the authorization of appropriations under the State Technical Services Act of 1965. p. H6047

## NATIONAL TRAILS SYSTEM ACT

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JULY 3, 1968.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. TAYLOR, from the Committee on Interior and Insular Affairs, submitted the following

### REPORT

[To accompany H.R. 4865]

The Committee on Interior and Insular Affairs, to whom was referred the bill (H.R. 4865) to establish a nationwide system of trails, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert the following new language:

#### SHORT TITLE

Section 1. This Act may be cited as the "National Trails System Act".

#### STATEMENT OF POLICY

SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within established scenic areas more remotely located.

(b) The purposes of this Act is to provide the means for attaining these objectives by instituting a national system of recreation and scenic trails, by designating the Appalachian Trail as the initial component of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

#### NATIONAL TRAILS SYSTEM

SEC. 3. The national system of trails shall be composed of—

(a) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum out-



door recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

#### NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

(i) such trails are reasonably accessible to urban areas, and

(ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved—

(i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and

(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the State.

#### NATIONAL SCENIC TRAILS

SEC. 5. (a) National scenic trails shall be authorized and designated only by Act of Congress.

(1) The Appalachian Trail, a trail of some two thousand miles, extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, is hereby established as the initial national scenic trail. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as "Nationwide System of Trails, Proposed Appalachian Trail NST-AT-101-May 1967," which shall be on the file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

(2) The Secretary of the Interior may establish an advisory council for the Appalachian National Scenic Trail. The Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards of the erection and maintenance of markers along the trail, and the administrative of the trail. The members of such advisory council, which shall not exceed thirty-five in number, shall serve without compensation or expense to the Federal Government for a term of five years and shall be appointed by the Secretary as follows:

(i) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

(ii) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States;

(iii) One or more members appointed to represent private organizations, including landowners and land users, that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appoint-

ments shall be made from recommendations of the heads of such organizations: *Provided*, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes; and

(iv) The Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(3) In all other respects, the Appalachian National Scenic Trail shall be administered in accordance with the provisions of this Act.

(b) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State and local governmental agencies, public and private organizations, and land-owners and land users concerned. When completed, such studies shall be the basis of appropriate proposals for additional national scenic trails which shall be submitted from time to time to the President and to the Congress. Such proposals shall be accompanied by a report, which shall be printed as a House or Senate document, showing among other things—

(1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural or developmental purposes;

(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic trail;

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interests in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof; and

(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purpose of maintenance, supervision, and regulation of such trail.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Pacific Crest Trail, a two-thousand-three-hundred-and-fifty-mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross.

(3) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(4) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisolm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(5) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(6) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.



(7) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(8) Kittanning Trail, from the village of Frankstown through Kittanning to Kittanning, Pennsylvania.

(9) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(10) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(11) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(12) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(13) Gold Rush Trails in Alaska.

(14) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, California.

#### CONNECTING AND SIDE TRAILS

SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: *Provided*, That such trails provide additional points of public access to national recreation or scenic trails.

#### ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a) Pursuant to section 5(a), the Secretary of the Interior shall select the right-of-way for the Appalachian National Scenic Trail and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: *Provided*, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner and his operation. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the administration of a national scenic trail may relocate segments of a national scenic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: *Provided*, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic trails may contain campsites, shelters, and related public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: *Provided*, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: *Provided further*, That private lands included in the national recreation or scenic trails by cooperative agreement of a



landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. Except to the extent otherwise provided by law, the Federal laws and regulations applicable to Federal lands or areas included in any national recreation or scenic trail shall continue to apply. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation and scenic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation or scenic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange: *Provided*, That not more than twenty-five acres in any one mile may be acquired without the consent of the owner.

(e) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic trail: *Provided*, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein within two years after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: *Provided*, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided*, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than twenty-five acres in any one mile and when used such authority shall be limited to the most direct or practicable connecting trail right-of-way. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act.

(h) The Secretary charged with the administration of a national recreation or scenic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of a national scenic trail either within or outside a federally administered area.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation or scenic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban openspace program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture, as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: *Provided*, That any conditions contained in such easements and rights-of-way shall be related to the policy and purpose of this Act and shall not be based upon the Department of the Interior or Department of Agriculture regulations relating to granting rights-of-way for power transmission lines issued March 23, 1963 (28 F.R. 2903, 2905; 43 C.F.R. 2234.4, 36 C.F.R. 251.52).

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.



## AUTHORIZING APPROPRIATIONS

SEC. 10. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$5,000,000 shall be appropriated for the acquisition of lands or interests in lands and not more than \$1,000,000 shall be appropriated for development.

Amend the title so as to read:

A bill to establish a national trails system, and for other purposes.

## PURPOSE

The ultimate aim of H.R. 4865, as amended, is to lay the foundation for expanding further the opportunities for the American people to use and enjoy the natural, scenic, historic, and outdoor recreational areas of the Nation. To accomplish this objective, it establishes a national trails system composed of—

National recreation trails which will be located near urban areas and developed so as to maximize their outdoor recreation potential;

National scenic trails which will be located in more remote areas having natural, scenic, and historic values of national significance; and

Connecting or side trails which will be located so as to link trails of the system together or to provide additional points of public access.

The bill provides the guidelines and the mechanism for designating trails located near urban areas as national recreation trails. It also establishes the Appalachian Trail as the first national scenic trail and designates 14 others for study for possible authorization by Congress at some future date.

Comparable bills were introduced by Representative Price of Illinois (H.R. 1145), Representative Fulton of Pennsylvania (H.R. 5420), Representative Helstoski (H.R. 5438), Representative Saylor (H.R. 5493), Representative Fraser (H.R. 6635), Representative Rooney of Pennsylvania (H.R. 7382), Representative Cunningham (H.R. 8511), Representative Dow (H.R. 9176), Representative Blackburn (H.R. 16256), Representative Philbin (H.R. 17789) and Representative Conte (H.R. 18150).

## BACKGROUND AND NEED

The proposed national trails system is the product of a general study conducted by the Bureau of Outdoor Recreation at the direction of the President. That study, entitled "Trails for America," formed the basis for the recommended legislation. It recognizes the value of providing simple trails to meet a multitude of outdoor recreation uses and recommended the immediate authorization of the Appalachian Trail as the initial national scenic trail. It also suggested that the Pacific Crest Trail, the Potomac Heritage Trail, and the Continental Divide Trail should be studied promptly for early consideration for inclusion in the system.

The study, which was published in September 1966, indicated that a trails program would provide inexpensive recreation opportunities for increasing numbers of people seeking to enjoy outdoor activities. The most recent estimates suggest that the number of persons walking for pleasure will increase more than 350 percent by the turn of the



century. Hiking is expected to be even more popular and it is anticipated that bicycle and horseback riding will increase almost as dramatically.

#### NATIONAL RECREATION TRAILS

The national recreation trails should not involve a large Federal investment. Primary emphasis will be placed on the development of trails within existing public-use areas which are located in or near densely populated areas. These trails will not be limited to the same considerations which will be taken into account in qualifying a trail for designation as a national scenic trail. Their basic aim will be to provide the greatest outdoor recreation potential in the most desirable natural environment practicable. This may mean that some bicycle trails will be routed along uncongested back streets and unused roadways or that jogging trails might be developed on the periphery of small local parks. Trails for "tote goats" or trail bikes should be established where they will not unduly interfere with other uses in recreation areas.

If properly conceived and promoted, these trails will probably be intensively used by the general public. Because of this fact, every reasonable effort should be made to inventory federally administered lands located in or near urban areas in order to determine whether the development of recreation trails be compatible with their Federal use. To the extent that these lands, along with lands administered by agencies of State and local governments, can be made available for such limited use, it will be possible to expand outdoor recreation opportunities without additional expenditures for land acquisition.

Most of the trail associated activities can be enjoyed by young and old alike. They can be geared to intensive use near the Nation's population centers and, at the same time, they can be adapted to the natural and scenic environment through which they pass. They will be valuable assets in the total outdoor recreation program.

#### THE APPALACHIAN NATIONAL SCENIC TRAIL

Under the terms of H.R. 4865, the Appalachian Trail would become the first national scenic trail. As the pioneer in the field of continuous, natural trails developed for recreation purposes, the Appalachian Trail represents almost everything which H.R. 4865 can be expected to provide with respect to the establishment of national scenic trails.

It enjoys a long history of private initiative and cooperation between government agencies, private landowners, and trail users.

It is an extended trail traversing 14 States for a distance of about 2,000 miles.

It crosses areas of natural beauty, developed areas, and Federal, State, and local government lands and private lands.

It is entirely in place, with only a few relocations necessary to assure its integrity.

It is located in close proximity to the densely populated States of the Atlantic Seaboard and is, accordingly, accessible to millions of people.

It is vigorously promoted by the groups affiliated with the Appalachian Trail Conference and it has been substantially de-

veloped and maintained by the volunteer efforts of their 25,000 members.

In spite of all that has been, and is being done to maintain the integrity and values of the Appalachian Trail, its continued existence is in jeopardy because of scattered intrusions along the trailway. Enactment of H.R. 4865 will extend Federal recognition and protection to the outdoor recreation values which the trail affords the American people. At the same time, the Appalachian Trail will provide the Secretary of the Interior and the Secretary of Agriculture with some meaningful experience in evaluating other proposed national recreation and scenic trails.

In some respects, H.R. 4865 may be considered as a pilot program. It is designed to determine whether it is feasible to extend to other areas of the Nation the principles which have already made the Appalachian Trail an outstanding outdoor recreation resource. Based on the experience of the Appalachian Trail 14 other proposed national scenic trails are authorized for study. After they have been thoroughly studied, they may be authorized and established as national scenic trails by act of Congress.

#### LAND ACQUISITION

In framing the provisions of the bill, the committee sought to keep the costs for land acquisition at a minimum and, at the same time, it attempted to retain the maximum opportunity for participation in the overall effort by State and local governments. To accomplish these mutually desirable goals, the legislation requires that the States and their political subdivisions should be encouraged to negotiate written cooperative agreements with private landowners for the use of lands withling the selected right-of-way for trail purposes. In the event that they are unable to negotiate such agreements, they are to be encouraged to acquire such interests in the lands as is needed to meet the desired objective. No Federal land acquisition is authorized until 2 years after publication of notice of the selection of the right-of-way, but the Secretary is not precluded from cooperating with the States, during the interim, in securing the desired agreements. Once the 2 year period has expired, the Secretary may, on his own initiative, move forward to secure such agreements or to acquire the necessary interests in lands.

When acquisition of the right-of-way is necessary, the Secretary is required to acquire the fee, if lesser interests are not sufficient to assure their usefulness for trail purposes. If it is necessary to exercise the power of eminent domain, the provisions of the bill limit the extent of its use. In general, condemnation should be utilized only to acquire such lands as are reasonably necessary to assure passage across the lands in dispute. Where intensive private holdings are traversed by the trail, however, a narrow footpath may not be adequate to meet the purposes for which the trail was established. In such cases, the Secretary is authorized to acquire up to 25 acres in any 1 mile; thus assuring the integrity of the trail and the adjacent lands. While the language of the act enables the Secretary to average the land acquisitions within each mile of the trail, it explicitly precludes him from averaging out the acquisition of lands over extended sections of the trail.



Funds for the Federal land acquisition activities may be appropriated from the land and water conservation fund, but the bill provides ample authority for appropriations to be made from other sources. Lands acquired by exchange are required to be located in the same State and must be approximately equal in value, with the difference in values to be equalized by a payment of cash to the grantor or to the Secretary, as the case may be.

#### MANAGEMENT AND ADMINISTRATION OF THE TRAILS

Trails may be located within any federally administered area, with the consent of the agency having jurisdiction over the lands involved. With the concurrence of such agency, the administering secretary is authorized to issue regulations concerning the overall program for the use, management, development, and administration of the trails, but unless otherwise agreed, the land management agency shall operate and maintain that segment of the trail which passes through its lands. In addition, the Secretary is urged to encourage the States and their political subdivisions to assume an active role in the operation, maintenance, and development of trail rights-of-way located outside the boundaries of federally administered areas.

In providing for the overall administration of the trails, the administering Secretary should take into consideration the uses which might be accommodated. On some segments of the Appalachian Trail, for example, horseback riding is an accepted and customary use. While the bill expressly states that the Appalachian National Scenic Trail shall be administered "primarily as a footpath" it is not the intent of that language to require that the trail be administered "exclusively as a footpath". On the contrary, a strong record has been made so that horseback riding, where it is presently permitted or appropriate, shall not be prohibited by administrative direction in the future.

The use of motorized vehicles by the general public along the national scenic trails, on the other hand, is expressly prohibited; however the administering Secretary is required to establish regulations providing for the controlled use of such vehicles along the trails to meet emergency situations and to enable adjacent landowners and land users to have access to their respective areas. Another exception to this general rule was written into the bill as an inducement to landowners to enter into written cooperative agreements with respect to the use of their lands for trail purposes. By prohibiting the Secretary from denying them the right to use motorized vehicles across lands which they agree to allow to be used for trail purposes, it is hoped that many privately owned, primitive roadways can be converted to trail use for the benefit of the general public.

To assure good conduct along the trails located on federally owned lands, the Secretary of the Interior and the Secretary of Agriculture are directed to establish uniform regulations for the proper government and protection of the trails. Violation of such regulation constitutes a misdemeanor and is punishable by fine, imprisonment, or both. Nothing in the bill would modify any existing Federal or State police powers with respect to public areas.



## DEVELOPMENT

To the extent that areas are acquired by the Federal Government for national scenic trails, development of appropriate campsites, shelters, and public use facilities along the trails is authorized. Where such trails traverse areas of the National Wilderness Preservation System, all development within such areas is to be governed by the principles established under the Wilderness Act (78 Stat. 890).

To the extent possible, the Secretary should encourage the States to assume the responsibility for the management, development, and maintenance of trails outside federally administered areas. If the public interest can be served, the Secretaries are authorized to enter into written cooperative agreements with State or local government agencies, landowners, or private organizations for the purpose of providing for the operation, development, or maintenance of any portion of a national scenic trail. However, if necessary, the Secretary is authorized to provide for the development and maintenance of trails within federally administered areas.

The Secretaries are to consult with interested agencies and organizations before establishing an appropriate, uniform marker for the national trails system. When erected along a trail it is to carry the distinctive symbol for that trail and it is to be maintained in accordance with the standards to be established by the administering Secretaries.

## COMMITTEE AMENDMENT

The committee amendment strikes all after the enacting clause and incorporates the provisions of the bill described above. Additional details are discussed below.

## SECTION-BY-SECTION ANALYSIS

Section 1 establishes a short title for the act. For the purpose of citation and reference, it shall be known as "The National Trails System Act."

Section 2 states the policy considerations which prompt the Congress to establish a national system of recreation and scenic trails. It stresses the importance of providing trails for increased recreation in the Nation's outdoor areas and it emphasizes, in particular, the importance of locating them near urban areas where the demand for such facilities is, and will continue to be, the greatest.

Section 3 defines the three classified components of the national trails system and directs the Secretary of the Interior and the Secretary of Agriculture to establish a suitable marker to be used along such trails.

Section 4 authorizes the designation of qualifying trails as "National Recreation Trails." These trails, which will be located across lands administered by Federal, interstate, State, or local agencies, are discussed in considerable detail above. No new Federal land acquisition is authorized under this bill, but existing law does permit matching assistance to be provided to the States for such purposes under the Land and Water Conservation Fund Act.

Section 5 requires that national scenic trails be authorized by act of Congress. The Appalachian Trail, discussed in detail above, is authorized as the initial component of the national trails system and

other trails are authorized to be studied in accordance with the guidelines outlined in the bill. Additional detailed studies may be undertaken only after authorization by Congress.

Section 6 provides that connecting or access trails may be designated as components of the national trails system when they involve no Federal land acquisition.

Section 7 authorizes the Secretary of the Interior to select the right-of-way for the Appalachian National Scenic Trail. In doing so, he is to consult with State and local governmental agencies, private organizations, and the landowners and land users involved and he is to give full consideration to minimizing its adverse effects upon adjacent landowners and their operations. After weighing all of these considerations, he is to publish notice of the selection in the Federal Register. Any relocation of the trail is to be given equally carefully consideration. Such right-of-way, however, may be relocated, as circumstances require, but a substantial relocation must be by act of Congress. The other provisions of section 7 with respect to land acquisition, management and administration, and development are explained in the preceding paragraphs of this report.

Section 8 directs the Secretary of the Interior, the Secretary of Housing and Urban Development, and the Secretary of Agriculture to utilize existing authorities available to them to encourage the States, local governments, and private interests to expand their efforts to provide trails needed for outdoor recreation purposes.

Section 9 permits the Secretary of the Interior and the Secretary of Agriculture to grant the usual easements and rights-of-way permitted with respect to units of the national park system or the national forest system; however, the Secretaries are required to relate any conditions contained in the easements to the purpose and policy of this act rather than basing them on the regulations previously established by their respective departments.

In addition, section 9 requires various Federal agencies having information concerning the use or disposition of rights-of-way to cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to enable them to make appropriate efforts to utilize suitable properties for trail purposes when they become available.

Section 10, authorizing appropriations, is explained below.

#### COST

Several factors will have an important bearing on the ultimate cost of the establishment of the Appalachian National Scenic Trail. First, to the extent that the States or their political subdivisions cooperate in assuming negotiations for the use of the lands or in acquiring the lands necessary for the trail, the Federal Government will be relieved of that responsibility. Secondly, to the extent that the Secretary is able to obtain sufficient written cooperative trailway agreements for access across privately owned lands, no land acquisition would be necessary. Finally, where a narrow corridor can provide the necessary continuity without seriously jeopardizing the overall character of the trail, the Secretary should give the economics of the situation due consideration, along with the aesthetic values, in order to reduce the acquisition costs involved. The committee recommends that \$5 million



be authorized to be appropriated for the acquisition of lands or interests in lands for the Appalachian National Scenic Trail.

Similar considerations make the estimated cost of development somewhat conjectural, however, the committee recommends a ceiling of \$1 million for developments along the Appalachian National Scenic Trail. Needless to say, if the program objectives for the Appalachian Trail can be accomplished without extensive Federal expenditures, that fact will be a tremendous inducement for the future authorization of other national scenic trails.

Such sums as may be necessary to conduct the authorized studies and other activities are authorized to be appropriated. All appropriation requests under this legislation will undoubtedly be carefully reviewed prior to appropriation. In addition, the authorizing committee will expect to receive detailed information from the administering authorities concerning expenditures and related matters at regular intervals in order to maintain close legislative oversight over this program.

#### COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs recommends that H.R. 4865, as amended, be enacted.

#### DEPARTMENTAL RECOMMENDATION

The executive communication transmitting the recommendations of the Department of the Interior and related agencies with respect to this legislation follows:

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
*Washington, D.C., February 1, 1967.*

Hon. JOHN W. McCORMACK,  
*Speaker of the House of Representatives,*  
*Washington, D.C.*

DEAR MR. SPEAKER: The President in his February 23, 1966, message on preserving our natural heritage, said "I am submitting legislation to foster the development by Federal, State, and local agencies of a nationwide system of trails and give special emphasis to the location of trails near metropolitan areas." Such legislation was submitted in the second session of the 89th Congress, and is resubmitted in the enclosed draft bill in a slightly modified form.

A nationwide system of trails will open to all the opportunity to develop an intimacy with the wealth and splendor of America's outdoor world for a few hours at a time, or on one-day jaunts, overnight treks, or expeditions lasting a week or more. A system of trails carved through areas both near to, and far from, man and his works will provide many varied and memorable experiences for all who utilize the trails.

The enclosed draft bill is based upon a joint study by the Secretary of the Interior and the Secretary of Agriculture in cooperation with other public and private interests. The bill provides for the establishment of a Nationwide System of Trails composed of the following four general classes of trails to serve the needs of the American people:

*National scenic trails.*—A relatively small number of lengthy trails which have natural, scenic, or historic qualities that give them recreation use potential of national significance. Such trails will be several hundred miles long, may have overnight shelters at appropriate intervals, and may interconnect with other major trails to permit the enjoyment of such activities as hiking or horseback riding. The enclosed bill designates certain trails as national scenic trails for inclusion in the nationwide system, and provides that other trails may be so desig-



nated by subsequent legislation. The bill provides that money appropriated for Federal purposes from the land and water conservation fund shall be available to Federal agencies to acquire property for the national scenic trails. By the terms of the Land and Water Conservation Fund Act of 1965, money appropriated from the fund for State purposes would be available to States and their political subdivisions for land acquisition and development for trail purposes. The development of national scenic trails by Federal agencies would be financed by appropriations from the general fund of the Treasury.

*Federal park, forest, and other recreation trails.*—There will be an improvement and expansion of existing trails and the development of additional trails within areas administered by the Secretaries of the Interior and Agriculture in order to enable the public to make use of the distinctive natural, scenic, and historical resources of the areas administered by the two Secretaries. Among such areas are the national parks, national forests, national wildlife refuges, Indian reservations, and public domain lands. However, appropriate arrangements would need to be made with the Indian tribes and individual Indians involved for rights-of-way or easements across Indian lands. No new legislation is required to authorize the construction of this class of trails. The two Secretaries will request funds for the trails as part of their regular requests for appropriations as they have in the past. The enclosed bill authorizes each Secretary to designate and mark the trails of this class under his administrative jurisdiction as part of the Nationwide System of Trails.

*State park, forest, and other recreation trails.*—An expansion of trails on lands owned or administered by the States will be encouraged. Only a few States now have major trail development programs underway or planned. Almost half of the States report that they have less than 100 miles of such trails. The enclosed bill directs the Secretary of the Interior to encourage the States to consider needs and opportunities for such trails in the comprehensive statewide outdoor recreation plans and project proposals submitted to the Secretary under the Land and Water Conservation Fund Act of 1965 (78 Stat. 897). Upon the approval by the Secretary of the Interior of trail projects proposed by the States for financial assistance under the Fund Act, funds would be available for the acquisition and development of the trails from the moneys allocated to the States out of the fund. The bill also directs the Secretary of the Interior, under the authority of the act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under authority vested in him, to encourage the establishment of such trails. The States may designate and mark this class of trails as part of the Nationwide System with the approval of the Secretary of the Interior.

*Metropolitan area trails.*—To serve people near their homes, local governments will be encouraged to develop trails designed primarily for day use in and near urban areas. These trails will satisfy the needs of large numbers of people for limited hiking and riding experiences. Whenever possible, the trails will lead directly from urban residential areas. Where appropriate, river and canal banks, utility rights-of-way, abandoned railroad or streetcar beds, and even city streets and sidewalks will be utilized. The enclosed bill directs the Secretary of the Urban Development to encourage the planning and provision of trails under the existing authority and procedures of the Land and Water

Conservation Fund Act. It also directs the Secretary of Housing and Urban Development to encourage the planning and provision of trails in metropolitan and other urban areas through the existing urban planning assistance program and the urban open-space land program. In addition, the bill directs the Secretary of the Interior, under the authority of the act of May 28, 1963 (77 Stat. 49), and the Secretary of Agriculture, under the authority vested in him, to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish metropolitan area trails. This class of trails may be designated and marked as part of the system by the States or other administering agencies with the approval of the Secretary of the Interior.

As initial units of the Nationwide System of Trails, the enclosed bill designates four trails located within easy reach of major population centers as national scenic trails:

1. The Appalachian Trail, extending 2,000 miles along the Appalachian Mountains from Maine to Georgia.
2. Continental Divide Trail, extending 3,100 miles along the Continental Divide from near the Mexican border to the Canadian border.
3. Pacific Crest Trail, extending 2,350 miles along the mountain ranges of the West Coast States from the Mexican border to the Canadian border.
4. Potomac Heritage Trail, extending 825 miles along the Potomac River from its mouth to its sources in Pennsylvania and West Virginia.

The Secretary of the Interior is authorized to select a right-of-way for, and to provide appropriate marking of, the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture is authorized to do likewise for the Continental Divide and Pacific Crest Trails. The rights-of-way for the trails will be of sufficient width to protect natural, scenic, and historic features along the trails and to provide needed public use facilities. The rights-of-way will be located to avoid established uses that are incompatible with the protection of a trail in its natural condition and its use for outdoor recreation. The location, relocation, and marking of the national scenic trails will be coordinated with the various Federal agencies, States, local governments, private organizations, and individuals concerned. Notice of the selection of the trail rights-of-way, and changes therein will be published in the Federal Register.

The Secretary charged with the selection of the right-of-way for the four national scenic trails is authorized to establish an advisory council for each trail. The council will advise and assist in the selection of the right-of-way, and the marking and administration of the trail. The advisory council will include representatives of the Federal agencies that administer lands through which the trail passes, of the States involved, and of private organizations having an established and recognized interest in the trail.

The enclosed bill requires the advisory council for the Appalachian Trail to include a sufficient number of members of the Appalachian Trail Conference to represent the various sections of the country through which the trail passes. This provision of the bill recognizes the long history of responsible service of the Appalachian Trail Conference and its more than 40 member clubs which now maintain much of the 2,000-mile length of the trail.



The bill authorizes the heads of Federal agencies, within the exterior boundaries of federally administered areas that are included in the right-of-way selected for a national scenic trail (1) to enter into written cooperative agreements with private landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

With respect to the lands within a national scenic trail right-of-way that are outside of the exterior boundaries of federally administered areas, the bill encourages States and local governments (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer these lands or interests therein. If, however, the States or local governments are unable or unwilling to enter into such agreements or to acquire such lands to protect the established route of the trail within 2 years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way is authorized to undertake such agreements with the above parties and State and local governments, and to acquire, develop, and administer the privately owned lands or interests therein. The appropriate Secretary may not, however, acquire the privately owned lands and interests therein by eminent domain without the consent of the owner unless he has made all reasonable efforts to acquire such property by negotiation. And in exercising the power of eminent domain in such cases, he may not acquire the fee title unless he determines the acquisition of lesser interests or written agreements is inadequate.

The Secretary of the Interior will administer the Appalachian and Potomac Heritage Trails, and the Secretary of Agriculture will administer the Continental Divide and Pacific Crest Trails. When any portion of one of the above trails is within an area administered by another Federal agency, however, such portion will be administered as the appropriate Secretary and the head of that agency determine, or as directed by the President.

The use of motor vehicles by the general public along national scenic trails will be prohibited. This will not, however, prevent motor vehicles from crossing the trails where necessary, or the use of motor vehicles along the trails for rescue, firefighting, or other emergency purposes. Similarly, it is recognized that additional highways, utility lines, and other vital public facilities may unavoidably be routed across the trails.

The Appalachian Trail Conference will be encouraged to continue its role as the principal guardian of the Appalachian Trail. For over 40 years, thousands of volunteer members of the Appalachian Trail Conference have teamed together to establish and maintain the trail. Their work on the trail has been as important an outdoor recreation activity to them as the enjoyment of hiking and camping along the trail. The enclosed bill will insure that the Appalachian Trail will continue to provide both a source of hiking pleasure to Trail Conference members and the general public and an opportunity for volunteer work to help maintain the trail.

We estimate the land acquisition cost for the four national scenic trails at approximately \$9,985,000 and the development costs for the first 5 years at approximately \$20,000,000. Annual operation and main-



tenance costs for the four trails are expected to be about \$1,177,000 after the fifth year.

The \$9,985,000 land acquisition cost figure would provide for the acquisition of lands or interests therein along those portions of the trails not now in public ownership. This assumes acquisition in fee of an average of 25 acres per mile, as well as the acquisition of scenic easements, as needed, to protect trail values on adjoining lands. The 25-acre per mile acquisition in fee would permit a right-of-way averaging about 200 feet in width. We hope, however, that satisfactory written cooperative agreements can be negotiated which will materially reduce the need for land acquisition, and thus the estimated cost.

In keeping with the bill's objective of encouraging cooperation between the Federal agencies, States, local governments, and private interests concerned, we anticipate that non-Federal interests will participate actively in the acquisition, development, operation, and maintenance of the Appalachian Trail. To the extent of such participation, the need for the Federal funds also will be reduced.

The man-years and cost data statement (based on current assumptions and estimates) required by the act of July 25, 1956 (70 Stat. 652; 5 U.S.C. 642a), when annual expenditures of appropriated funds exceed \$1 million, is enclosed.

This proposed legislation has been prepared in collaboration with the Secretary of Agriculture and has his approval.

The Bureau of the Budget has advised that the presentation of this proposed legislation would be in accord with the program of the President.

Sincerely yours,

CHARLES F. LUCE,  
*Acting Secretary of the Interior.*

A BILL To establish a Nationwide System of Trails, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

#### STATEMENT OF POLICY

SECTION 1. (a) The Congress finds that in order to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote public access to, travel within, and enjoyment of, the National and State parks, forests, recreation areas, historic sites, and other areas, existing trails should be improved and maintained and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation.

#### Nationwide System of Trails

(b) To carry out the policy set forth in subsection (a) of this section, there is hereby established a Nationwide System of Trails composed of (1) trails designated as "national scenic trails" in this Act or subsequent Acts of Congress; (2) park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; (3) park, forest, and other recreation trails on lands administered by the States when designated by the States

and approved by the Secretary of the Interior; and (4) recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior. The Secretary of the Interior and the Secretary of Agriculture, in consultation with the appropriate Federal agencies, States, local governments, private organizations, and advisory councils, shall select a uniform marker for the Nationwide System of Trails, and shall provide for the placement upon the uniform marker of a distinctive symbol for each national scenic trail.

### Definition of National Scenic Trails

SEC. 2. (a) A national scenic trail eligible to be included in the System is an extended trail which has natural, scenic, or historic qualities that give the trail recreation use potential of national significance.

(b) The following trails are hereby designated as "national scenic trails":

(1) The Appalachian Trail, a trail of some 2,000 miles, extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia.

(2) Continental Divide Trail, 3,100-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(3) Pacific Crest Trail, 2,350-mile trail extending from the Mexican-California border northward generally along the mountain ranges of the West Coast States to the Canadian-Washington border near Lake Ross.

(4) Potomac Heritage Trail, a 825-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the 170-mile Chesapeake and Ohio Canal Towpath.

### Federal, State, and Local Planning for Additional National Scenic Trails

(c) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make studies of the feasibility and desirability (including costs and benefits) of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which the trails would pass and in cooperation with interested interstate, State, local governmental, and private agencies and organizations concerned. The two Secretaries shall submit the studies to the President, together with their recommendations resulting therefrom for the inclusion of any or all such trails in the system, and the President shall submit to the Congress such recommendations, including legislation, as he deems appropriate. The studies may include, among others, all or appropriate portions of:

(1) Chisolm Trail, from San Antonio, Texas, approximately 700 miles north through Oklahoma to Abilene, Kansas.



(2) Lewis and Clark Trail, from St. Louis, Missouri, approximately 4,600 miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(3) Natchez Trace, from Nashville, Tennessee, approximately 600 miles to Natchez, Mississippi.

(4) North Country Trail, from the Appalachian Trail in Vermont, approximately 3,200 miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(5) Oregon Trail, from Independence, Missouri, approximately 2,000 miles to near Fort Vancouver, Washington.

(6) Santa Fe Trail, from Independence, Missouri, approximately 800 miles to Santa Fe, New Mexico.

(7) Long Trail, extending 255 miles from the Massachusetts border northward through Vermont to the Canadian border.

(8) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

#### Selection of Routes for National Scenic Trails

(d) The Secretary of the Interior shall select the rights-of-way for trails designated as national scenic trails by subsection (b) of this section, paragraphs (1) and (4), and the Secretary of Agriculture shall select the rights-of-way for the trails designated by paragraphs (2) and (3). Such rights-of-way shall be (1) of sufficient width and so located to provide the maximum retention of natural conditions, scenic and historic features, and primitive character of the trail area, to provide campsites, shelters, and related public-use facilities, and to provide reasonable public access; and (2) located to avoid, insofar as practicable, established highways, motor roads, mining areas, power transmission lines, existing commercial and industrial developments, range fences and improvements, private operations, and any other activities that would be incompatible with the protection of the trail in its natural condition and its use for outdoor recreation. Where practicable, the right-of-way for the Appalachian Trail shall include lands protected for it under agreements in effect on January 1, 1965, to which Federal agencies and States were parties. The location and width of a national scenic trail right-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting a right-of-way, the appropriate Secretary shall obtain the advice and assistance of the States, local governments, private organizations, landowners, the land users concerned, and the advisory council established under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If in his judgment changes in the right-of-way become desirable, he shall make the changes in the same manner.



## Markers To Identify National Scenic Trails

(e) The Secretary of the Interior and the Secretary of Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned and the advisory councils, shall erect and maintain the uniform marker for the Nationwide System of Trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered under cooperative agreements, the Secretary of the Interior and the Secretary of Agriculture shall require the cooperating agencies to erect and maintain such marker.

## Advisory Councils for National Scenic Trails

(f) The Secretary charged with the selection of the right-of-way for a national scenic trail may establish an advisory council for each such trail. The appropriate Secretary shall consult with any such council from time to time with respect to matters relating to the trail, including the selection of the right-of-way, the selection, erection, and maintenance of the markers along the trail route, and the administration of the trail. The members of an advisory council shall be appointed for a term not to exceed five years by the appropriate Secretary as follows:

- (1) a member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

- (2) a member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States; and

- (3) one or more members appointed to represent private organizations that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be Chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the Chairman.

## Acquisition, Development, and Administration of Lands for National Scenic Trails

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with land-

owners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

(h) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the States through which the trail passes and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(i) Where the lands include in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the States or local governments involved shall be encouraged (1) to enter into written cooperative agreements with landowners, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) to acquire, develop, and administer such lands or interests therein: *Provided*, That if the State or local governments fail to enter into such agreements or to acquire such lands or interests therein within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals; and (2) acquire private lands or interests therein by donation, purchase with donated or appropriated funds, or exchange, and may develop and administer such lands or interests therein: *Provided further*, That exchanges shall be governed by the provisions of subsection (h) of this section: *And provided further*, That the appropriate Secretary shall utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this subsection only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire the fee title only where, in his judgment, lesser interests in land (including scenic easements) or written agreements are not adequate. Money appropriated for Federal purposes from the Land and Water Conservation Fund shall be available for the acquisition of property for the purposes of this section.

(j) The Secretary of the Interior shall develop and administer the Appalachian and Potomac Heritage Trails and the Secretary of Agriculture shall develop and administer the Continental Divide and Pacific Crest Trails, except that any portion of any such trail that is within areas administered by another Federal agency shall be administered in such manner as may be agreed upon by the appropriate Secretary and the head of that agency, or as directed by the President. The Federal agencies shall coordinate their efforts to provide uniform administration and protection of the national scenic trails, and shall give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting the purposes of this section.



National scenic trails shall be administered, protected, developed, and maintained to retain their natural, scenic, and historic features; and provision may be made for campsites, shelters, and related public-use facilities; and other uses that will not substantially interfere with the nature and purposes of the trails may be permitted or authorized, as appropriate: *Provided*, That the use of motorized vehicles by the general public along any national scenic trail shall be prohibited, and the Appalachian Trail shall be developed and maintained primarily as a foot path to retain its primeval environment: *Provided further*, That the Federal laws and regulations applicable to Federal lands or areas included in any national scenic trail shall continue to apply to the extent agreed upon by the appropriate Secretary and the head of the agency having jurisdiction over the Federal lands involved, or as directed by the President.

The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national scenic trail passes, and after consultation with the States, local governments, and private organizations concerned, and any advisory council established under subsection (f) of this section, may issue regulations, which may be revised from time to time, governing protection, management, use, development, and administration of a national scenic trail. Any person who violates a regulation issued pursuant to this Act shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

(k) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this section.

#### FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

SEC. 3. (a) The Secretary of the Interior and the Secretary of Agriculture are directed to improve, expand, and develop park, forest, and other recreation trails for hiking, horseback riding, cycling, and other related uses on lands within areas administered by them: *Provided*, That the use of motorized vehicles by the general public shall be prohibited on such trails within (1) the natural and historical areas of the National Park System; (2) the National Wildlife Refuge System; (3) the National Wilderness Preservation System; and (4) other Federal lands where trails are designated as being closed to such use by the appropriate Secretary. Such trails may be designated and suitably marked as part of the Nationwide System of Trails by the appropriate Secretary.

(b) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 4. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recrea-



tion trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the Nationwide System of Trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### UTILITY RIGHTS-OF-WAY

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized, with the cooperation of the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction, control over, or information concerning the use, abandonment, or disposition of rights-of-way and similar properties that may be suitable for trail route purposes, to develop effective procedures to assure that, wherever practicable, utility rights-of-way or similar properties having value for trail route purposes may be made available for such use.

#### ESTIMATED EXPENDITURES FOR THE FIRST 5 YEARS OF PROPOSED NEW OR EXPANDED PROGRAMS

	19 calendar years	19 calendar years plus 1	19 calendar years plus 2	19 calendar years plus 3	19 calendar years plus 4
<b>Appalachian Trail:</b>					
Operation and maintenance.....	\$115,000	\$250,000	\$250,000	\$250,000	\$250,000
Capital investment.....	200,000	200,000	200,000	200,000	200,000
Land acquisition.....	500,000	2,000,000	1,000,000	750,000	415,000
<b>Total.....</b>	<b>815,000</b>	<b>2,450,000</b>	<b>1,450,000</b>	<b>1,200,000</b>	<b>855,000</b>
<b>Pacific Crest Trail:</b>					
Operation and maintenance.....	327,000	327,000	327,000	327,000	327,000
Capital investment.....	1,330,000	1,330,000	1,330,000	1,330,000	1,330,000
Land acquisition.....	120,000	255,000	470,000	255,000	120,000
<b>Total.....</b>	<b>1,777,000</b>	<b>1,912,000</b>	<b>2,127,000</b>	<b>1,912,000</b>	<b>1,777,000</b>
<b>Potomac Heritage Trail:</b>					
Operation and maintenance.....	90,000	200,000	200,000	200,000	200,000
Capital investment.....	263,200	263,200	263,200	263,200	263,200
Land acquisition.....	150,000	350,000	560,000	350,000	150,000
<b>Total.....</b>	<b>503,200</b>	<b>813,200</b>	<b>1,023,200</b>	<b>813,200</b>	<b>613,200</b>
<b>Continental Divide Trail:</b>					
Operation and maintenance.....	400,000	400,000	400,000	400,000	400,000
Capital investment.....	2,200,000	2,200,000	2,200,000	2,200,000	2,200,000
Land acquisition.....	254,000	535,000	962,000	535,000	254,000
<b>Total.....</b>	<b>2,854,000</b>	<b>3,135,000</b>	<b>3,562,000</b>	<b>3,135,000</b>	<b>2,854,000</b>
<b>Grand total.....</b>	<b>5,949,200</b>	<b>8,310,200</b>	<b>8,162,200</b>	<b>7,060,200</b>	<b>6,109,200</b>

ESTIMATED ADDITIONAL MAN-YEARS OF CIVILIAN EMPLOYMENT FOR 1ST 5 YEARS OF PROPOSED NEW OR  
EXPANDED PROGRAMS

	19 calendar years	19 calendar years plus 1	19 calendar years plus 2	19 calendar years plus 3	19 calendar years plus 4
<b>Appalachian Trail:</b>					
Supervisors.....	1	2	2	2	2
Laborers.....	9	18	18	18	18
Total.....	10	20	20	20	20
<b>Pacific Crest Trail:</b>					
Supervisors.....	6	6	6	6	6
Laborers.....	18	18	18	18	18
Total.....	24	24	24	24	24
<b>Potomac Heritage Trail:</b>					
Supervisors.....	1	2	2	2	2
Laborers.....	7	13	13	13	13
Total.....	8	15	15	15	15
<b>Continental Divide Trail:</b>					
Supervisors.....	8	8	8	8	8
Laborers.....	24	24	24	24	24
Total.....	32	32	32	32	32
<b>Grand total.....</b>	<b>74</b>	<b>91</b>	<b>91</b>	<b>91</b>	<b>91</b>



Union Calendar No. 664

90TH CONGRESS  
2D SESSION

# H. R. 4865

[Report No. 1631]

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## IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 6, 1967

Mr. TAYLOR introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

JULY 3, 1968

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

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## A BILL

To establish a nationwide system of trails, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3                               STATEMENT OF POLICY

4       SECTION 1. ~~(a)~~ The Congress finds that in order to  
5       provide for the ever-increasing outdoor recreation needs of  
6       an expanding population and to promote public access to,  
7       travel within, and enjoyment of, the national and State parks,  
8       forests, recreation areas, historic sites, and other areas, ex-  
9       isting trails should be improved and maintained and addi-  
10      tional trails should be established both in the remaining



1 highly scenic and unspoiled areas and in the metropolitan  
2 areas of the Nation.

3                   NATIONWIDE SYSTEM OF TRAILS

4       (b) To carry out the policy set forth in subsection  
5 (a) of this section, there is hereby established a nation-  
6 wide system of trails composed of (1) trails designated as  
7 "national scenic trails" in this Act or subsequent Acts of  
8 Congress; (2) park, forest, and other recreation trails on  
9 lands within areas administered by the Secretary of the  
10 Interior or the Secretary of Agriculture when designated  
11 by the appropriate Secretary; (3) park, forest, and other  
12 recreation trails on lands administered by the States when  
13 designated by the States and approved by the Secretary of  
14 the Interior; and (4) recreation trails on lands in and near  
15 metropolitan areas when designated by the administering  
16 agency and approved by the Secretary of the Interior. The  
17 Secretary of the Interior and the Secretary of Agriculture,  
18 in consultation with the appropriate Federal agencies,  
19 States, local governments, private organizations, and ad-  
20 visory councils, shall select a uniform marker for the na-  
21 tionwide system of trails, and shall provide for the place-  
22 ment upon the uniform marker of a distinctive symbol for  
23 each national scenic trail.

## 1            DEFINITION OF NATIONAL SCENIC TRAILS

2            SEC. 2. (a) A national scenic trail eligible to be in-  
3 eluded in the system is an extended trail which has natural,  
4 scenic, or historic qualities that give the trail recreation use  
5 potential of national significance.

6            (b) The following trails are hereby designated as  
7 national scenic trails:

8            (1) The Appalachian Trail, a trail of some two thou-  
9 sand miles, extending generally along the Appalachian  
10 Mountains from Mount Katahdin, Maine, to Springer Moun-  
11 tain, Georgia.

12            (2) Continental Divide Trail, a three-thousand-one-  
13 hundred-mile trail extending from near the Mexican border  
14 in southwestern New Mexico northward generally along the  
15 Continental Divide to the Canadian border in Glacier Na-  
16 tional Park.

17            (3) Pacific Crest Trail, a two-thousand-three-hundred-  
18 and-fifty-mile trail extending from the Mexican-California  
19 border northward generally along the mountain ranges of the  
20 west coast States to the Canadian-Washington border near  
21 Lake Ross.

22            (4) Potomac Heritage Trail, an eight-hundred-and-  
23 twenty-five-mile trail extending generally from the mouth

1 of the Potomac River to its sources in Pennsylvania and  
 2 West Virginia, including the one-hundred-and-seventy-mile  
 3 Chesapeake and Ohio Canal towpath.

4 FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL  
 5 NATIONAL SCENIC TRAILS

6 (c) The Secretary of the Interior, and the Secretary of  
 7 Agriculture where lands administered by him are involved,  
 8 shall make studies of the feasibility and desirability (includ-  
 9 ing costs and benefits) of designating other trails as national  
 10 scenic trails. Such studies shall be made in consultation  
 11 with the heads of other Federal agencies administering lands  
 12 through which the trails would pass and in cooperation with  
 13 interested interstate, State, local governmental, and private  
 14 agencies and organizations concerned. The two Secretaries  
 15 shall submit the studies to the President, together with their  
 16 recommendations resulting therefrom for the inclusion of  
 17 any or all such trails in the system, and the President shall  
 18 submit to the Congress such recommendations, including  
 19 legislation, as he deems appropriate. The studies may in-  
 20 clude, among others, all or appropriate portions of—

21 (1) Chisholm Trail, from San Antonio, Texas, ap-  
 22 proximately seven hundred miles north through Okla-  
 23 homa to Abilene, Kansas.

24 (2) Lewis and Clark Trail, from Saint Louis, Mis-  
 25 souri, approximately four thousand six hundred miles to



the Pacific Ocean in Oregon, following both the out  
bound and inbound routes of the Lewis and Clark Ex-  
pedition:

(3) Natchez Trace, from Nashville, Tennessee, ap-  
proximately six hundred miles to Natchez, Mississippi.

(4) North Country Trail, from the Appalachian  
Trail in Vermont, approximately three thousand two  
hundred miles through the States of New York, Penn-  
sylvania, Ohio, Michigan, Wisconsin, and Minnesota, to  
the Lewis and Clark Trail in North Dakota.

(5) Oregon Trail, from Independence, Missouri, ap-  
proximately two thousand miles to near Fort Vancouver,  
Washington.

(6) Santa Fe Trail, from Independence, Missouri,  
approximately eight hundred miles to Santa Fe, New  
Mexico.

(7) Long Trail, extending two hundred and fifty-  
five miles from the Massachusetts border northward  
through Vermont to the Canadian border.

(8) Mormon Trail, extending from Nauvoo, Illi-  
nois, to Salt Lake City, Utah, through the States of  
Iowa, Nebraska, and Wyoming.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of the Interior shall select the rights-  
of way for trails designated as national scenic trails by sub-

1 section ~~(b)~~ of this section, paragraphs ~~(1)~~ and ~~(4)~~, and  
2 the Secretary of Agriculture shall select the rights-of-way for  
3 the trails designated by paragraphs ~~(2)~~ and ~~(3)~~. Such  
4 rights-of-way shall be ~~(1)~~ of sufficient width and so located  
5 to provide the maximum retention of natural conditions,  
6 scenic and historic features, and primitive character of the  
7 trail area, to provide campsites, shelters, and related public-  
8 use facilities, and to provide reasonable public access; and  
9 ~~(2)~~ located to avoid, insofar as practicable, established high-  
10 ways, motor roads, mining areas, power transmission lines,  
11 existing commercial and industrial developments, range  
12 fences and improvements, private operations, and any other  
13 activities that would be incompatible with the protection of  
14 the trail in its natural condition and its use for outdoor  
15 recreation. Where practicable, the right-of-way for the  
16 Appalachian Trail shall include lands protected for it under  
17 agreements in effect on January 1, 1966, to which Federal  
18 agencies and States were parties. The location and width  
19 of a national scenic trail right-of-way across Federal lands  
20 under the jurisdiction of another Federal agency shall be by  
21 agreement between the head of that agency and the appro-  
22 priate Secretary. In selecting a right-of-way, the appropri-  
23 ate Secretary shall obtain the advice and assistance of the  
24 States, local governments, private organizations, landowners,  
25 and land users concerned, and the advisory council estab-

lished under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If, in his judgment, changes in the right-of-way become desirable, he shall make the changes in the same manner.

#### MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

(e) The Secretary of the Interior and the Secretary of Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned, and the advisory councils, shall erect and maintain the uniform marker for the nationwide system of trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered



1 under cooperative agreements, the Secretary of the Interior  
 2 and the Secretary of Agriculture shall require the cooperat-  
 3 ing agencies to erect and maintain such marker.

#### 4 ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

5 (f) The Secretary charged with the selection of the  
 6 right-of-way for a national scenic trail may establish an ad-  
 7 visory council for each such trail. The appropriate Secretary  
 8 shall consult with any such council from time to time with  
 9 respect to matters relating to the trail, including the selec-  
 10 tion of the right-of-way, the selection, erection, and main-  
 11 tenance of the markers along the trail route, and the admin-  
 12 istration of the trail. The members of an advisory council  
 13 shall be appointed for a term not to exceed five years by the  
 14 appropriate Secretary as follows:

15 (1) A member appointed to represent each Federal  
 16 department or independent agency administering lands  
 17 through which the trail route passes and each appointee  
 18 shall be the person designated by the head of such de-  
 19 partment or agency;

20 (2) A member appointed to represent each State  
 21 through which the trail passes and such appointments  
 22 shall be made from recommendations of the Governors  
 23 of such States; and

24 (3) One or more members appointed to represent  
 25 private organizations that, in the opinion of the Secre-

tary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

~~(g)~~ Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection ~~(d)~~ of this section, the heads of Federal agencies may ~~(1)~~ enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and ~~(2)~~



1 acquire lands or interests in lands by donation, purchase  
2 with donated or appropriated funds, or exchange.

3     (h) The Secretary of the Interior, in the exercise of  
4 his exchange authority, may accept title to any non-Federal  
5 property within the right-of-way, and in exchange therefor  
6 he may convey to the grantor of such property any federally  
7 owned property under his jurisdiction which is located in  
8 the States through which the trail passes and which he  
9 classifies as suitable for exchange or other disposal. The  
10 values of the properties so exchanged either shall be approx-  
11 imately equal, or if they are not approximately equal the  
12 values shall be equalized by the payment of cash to the  
13 grantor or to the Secretary as the circumstances require.  
14 The Secretary of Agriculture, in the exercise of his exchange  
15 authority, may utilize authorities and procedures available  
16 to him in connection with exchanges of national forest lands.

17     (i) Where the lands included in a national scenic trail  
18 right-of-way are outside of the exterior boundaries of federally  
19 administered areas, the States or local governments involved  
20 shall be encouraged (1) to enter into written cooperative  
21 agreements with landowners, private organizations, and indi-  
22 viduals in order to develop, operate, and maintain the trail;  
23 and (2) to acquire, develop, and administer such lands or  
24 interests therein: *Provided*, That if the State or local gov-  
25 ernments fail to enter into such agreements or to acquire



1 such lands or interests therein within two years after the  
2 selection of the right-of-way; the Secretary charged with  
3 the selection of the right-of-way may ~~(1)~~ enter into such  
4 agreements with landowners, States, local governments, pri-  
5 vate organizations, and individuals; and ~~(2)~~ acquire private  
6 lands or interests therein by donation, purchase with donated  
7 or appropriated funds, or exchange, and may develop and  
8 administer such lands or interests therein: *Provided further*.  
9 That exchanges shall be governed by the provisions of sub-  
10 section ~~(h)~~ of this section: *And provided further*, That the  
11 appropriate Secretary shall utilize condemnation proceedings  
12 without the consent of the owner to acquire private lands or  
13 interests therein pursuant to this subsection only in cases  
14 where, in his judgment, all reasonable efforts to acquire such  
15 lands or interests therein by negotiation have failed; and in  
16 such cases he shall acquire the fee title only where, in his  
17 judgment, lesser interests in land ~~(including scenic ease-~~  
18 ~~ments)~~ or written agreements are not adequate. Money  
19 appropriated for Federal purposes from the land and water  
20 conservation fund shall be available for the acquisition of  
21 property for the purposes of this section.

22 ~~(j)~~ The Secretary of the Interior shall develop and  
23 administer the Appalachian and Potomac Heritage Trails  
24 and the Secretary of Agriculture shall develop and admin-

1 ister the Continental Divide and Pacific Crest Trails, except  
2 that any portion of any such trail that is within areas ad-  
3 ministered by another Federal agency shall be administered  
4 in such manner as may be agreed upon by the appropriate  
5 Secretary and the head of that agency, or as directed by the  
6 President. The Federal agencies shall coordinate their efforts  
7 to provide uniform administration and protection of the  
8 national scenic trails, and shall give encouragement to,  
9 and cooperate with, States, local governments, private or-  
10 ganizations, and individuals in promoting the purposes of  
11 this section.

12       National scenic trails shall be administered, protected,  
13 developed, and maintained to retain their natural, scenic,  
14 and historic features; and provision may be made for camp-  
15 sites, shelters, and related public-use facilities; and other  
16 uses that will not substantially interfere with the nature  
17 and purposes of the trails may be permitted or authorized,  
18 as appropriate: *Provided*, That the use of motorized ve-  
19 hicles by the general public along any national scenic trail  
20 shall be prohibited, and the Appalachian Trail shall be  
21 developed and maintained primarily as a foot path to retain  
22 its primeval environment: *Provided further*, That the Fed-  
23 eral laws and regulations applicable to Federal lands or  
24 areas included in any national scenic trail shall continue to  
25 apply to the extent agreed upon by the appropriate Secre-

tary and the head of the agency having jurisdiction over the Federal lands involved, or as directed by the President.

The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national scenic trail passes, and after consultation with the States, local governments, and organizations concerned, and any advisory council established under subsection (f) of this section, may issue regulations, which may be revised from time to time, governing protection, management, use, development, and administration of a national scenic trail. Any person who violates a regulation issued pursuant to this Act shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

(k) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this section.

#### FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

SEC. 3. (a) The Secretary of the Interior and the Secretary of Agriculture are directed to improve, expand, and develop park, forest, and other recreation trails for hiking, horsebackriding, cycling, and other related uses on lands within areas administered by them: *Provided*, That the use



1 of motorized vehicles by the general public shall be prohibited  
2 on such trails within ~~(1)~~ the natural and historical areas of  
3 the national park system; ~~(2)~~ the national wildlife refuge  
4 system; ~~(3)~~ the national wilderness preservation system;  
5 and ~~(4)~~ other Federal lands where trails are designated as  
6 being closed to such use by the appropriate Secretary. Such  
7 trails may be designated and suitably marked as part of the  
8 nationwide system of trails by the appropriate Secretary.

9       ~~(b)~~ Whenever the Secretary of the Interior makes any  
10 conveyance of land under any of the public land laws, he  
11 may reserve a right of way for trails to the extent he deems  
12 necessary to carry out the purposes of this Act.

13               STATE AND METROPOLITAN AREA TRAILS

14       SEC. 4. ~~(a)~~ The Secretary of the Interior is directed to  
15 encourage States to consider, in their comprehensive state-  
16 wide outdoor recreation plans and proposals for financial  
17 assistance for State and local projects submitted pursuant to  
18 the Land and Water Conservation Fund Act, needs and  
19 opportunities for establishing park, forest, and other recrea-  
20 tion trails on lands owned or administered by States, and  
21 recreation trails on lands in or near urban areas. He is  
22 further directed, in accordance with the authority contained  
23 in the Act of May 28, 1963 (77 Stat. 49), to encourage  
24 States, political subdivisions, and private interests, including  
25 nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### UTILITY RIGHTS-OF-WAY

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized, with the cooperation of the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission and other Federal agencies having jurisdiction, control over, or information concerning the use, abandonment, or disposition of rights-of-way and similar properties that may be suitable for trail route purposes, to develop effective procedures to assure

1 that, wherever practicable, utility rights-of-way or similar  
2 properties having value for trail route purposes may be made  
3 available for such use.

4 *SHORT TITLE*

5 *SECTION 1. This Act may be cited as the "National*  
6 *Trails System Act".*

7 *STATEMENT OF POLICY*

8 *SEC. 2. (a) In order to provide for the ever-increasing*  
9 *outdoor recreation needs of an expanding population and in*  
10 *order to promote public access to, travel within, and enjoy-*  
11 *ment and appreciation of the open-air, outdoor areas of the*  
12 *Nation, trails should be established (i) primarily, near the*  
13 *urban areas of the Nation, and (ii) secondarily, within es-*  
14 *tablished scenic areas more remotely located.*

15 *(b) The purpose of this Act is to provide the means for*  
16 *attaining these objectives by instituting a national system of*  
17 *recreation and scenic trails, by designating the Appalachian*  
18 *Trail as the initial component of that system, and by pre-*  
19 *scribing the methods by which, and standards according to*  
20 *which, additional components may be added to the system.*

21 *NATIONAL TRAILS SYSTEM*

22 *SEC. 3. The national system of trails shall be composed*  
23 *of—*

24 *(a) National recreation trails, established as pro-*  
25 *vided in section 4 of this Act, which will provide a va-*



riety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

#### NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

1           (i) such trails are reasonably accessible to urban  
2       areas, and

3           (ii) such trails meet the criteria established in this  
4       Act and such supplementary criteria as he may prescribe.

5       (b) As provided in this section, trails within park, forest,  
6       and other recreation areas administered by the Secretary  
7       of the Interior or the Secretary of Agriculture or in other  
8       federally administered areas may be established and desig-  
9       nated as "National Recreation Trails" by the appropriate  
10      Secretary and, when no Federal land acquisition is in-  
11      volved—

12           (i) trails in or reasonably accessible to urban areas  
13      may be designated as "National Recreation Trails" by  
14      the Secretary of the Interior with the consent of the  
15      States, their political subdivisions, or other appropriate  
16      administering agencies, and

17           (ii) trails within park, forest, and other recreation  
18      areas owned or administered by States may be designated  
19      as "National Recreation Trails" by the Secretary of the  
20      Interior with the consent of the State.

## 21                           NATIONAL SCENIC TRAILS

22       SEC. 5. (a) National scenic trails shall be authorized  
23      and designated only by Act of Congress.

24       (1) The Appalachian Trail, a trail of some two thou-  
25      sand miles, extending generally along the Appalachian

1 *Mountains from Mount Katahdin, Maine, to Springer Moun-*  
2 *tain, Georgia, is hereby established as the initial national*  
3 *scenic trail. Insofar as practicable, the right-of-way for such*  
4 *trail shall comprise the trail depicted on the maps identified*  
5 *as "Nationwide System of Trails, Proposed Appalachian*  
6 *Trail, NST-AT-101-May 1967", which shall be on file*  
7 *and available for public inspection in the office of the Di-*  
8 *rector of the National Park Service. Where practicable, such*  
9 *rights-of-way shall include lands protected for it under agree-*  
10 *ments in effect as of the date of enactment of this Act, to which*  
11 *Federal agencies and States were parties. The Appalachian*  
12 *Trail shall be administered primarily as a footpath by the*  
13 *Secretary of the Interior, in consultation with the Secretary*  
14 *of Agriculture.*

15       (2) *The Secretary of the Interior may establish an ad-*  
16 *visory council for the Appalachian National Scenic Trail.*  
17 *The Secretary shall consult with such council from time to*  
18 *time with respect to matters relating to the trail, including*  
19 *the selection of rights-of-way, standards of the erection and*  
20 *maintenance of markers along the trail, and the administra-*  
21 *tion of the trail. The members of such advisory council, which*  
22 *shall not exceed thirty-five in number, shall serve without*  
23 *compensation or expense to the Federal Government for a*  
24 *term of five years and shall be appointed by the Secretary*  
25 *as follows:*



1           (i) *A member appointed to represent each Federal*  
2       *department or independent agency administering lands*  
3       *through which the trail route passes and each appointee*  
4       *shall be the person designated by the head of such de-*  
5       *partment or agency;*

6           (ii) *A member appointed to represent each State*  
7       *through which the trail passes and such appointments*  
8       *shall be made from recommendations of the Governors*  
9       *of such States;*

10          (iii) *One or more members appointed to represent*  
11       *private organizations, including landowners and land*  
12       *users, that, in the opinion of the Secretary, have an*  
13       *established and recognized interest in the trail and such*  
14       *appointments shall be made from recommendations of*  
15       *the heads of such organizations: Provided, That the*  
16       *Appalachian Trail Conference shall be represented by a*  
17       *sufficient number of persons to represent the various sec-*  
18       *tions of the country through which the trail passes; and*

19          (iv) *The Secretary shall designate one member to*  
20       *be chairman and shall fill vacancies in the same manner*  
21       *as the original appointment.*

22          (3) *In all other respects, the Appalachian National*  
23       *Scenic Trail shall be administered in accordance with the*  
24       *provisions of this Act.*

25          (b) *The Secretary of the Interior, and the Secretary of*

1 *Agriculture where lands administered by him are involved,*  
2 *shall make such additional studies as are herein or may here-*  
3 *after be authorized by the Congress for the purpose of deter-*  
4 *mining the feasibility and desirability of designating other*  
5 *trails as national scenic trails. Such studies shall be made in*  
6 *consultation with the heads of other Federal agencies admin-*  
7 *istering lands through which such additional proposed trails*  
8 *would pass and in cooperation with interested interstate,*  
9 *State, and local governmental agencies, public and private*  
10 *organizations, and landowners and land users concerned.*  
11 *When completed, such studies shall be the basis of appropri-*  
12 *ate proposals for additional national scenic trails which shall*  
13 *be submitted from time to time to the President and to the*  
14 *Congress. Such proposals shall be accompanied by a report,*  
15 *which shall be printed as a House or Senate document, show-*  
16 *ing among other things—*

17       *(1) the proposed route of such trail (including*  
18       *maps and illustrations);*

19       *(2) the areas adjacent to such trails, to be utilized*  
20       *for scenic, historic, natural, cultural, or developmental,*  
21       *purposes;*

22       *(3) the characteristics which, in the judgment of the*  
23       *appropriate Secretary, make the proposed trail worthy*  
24       *of designation as a national scenic trail;*

1           (4) the current status of land ownership and cur-  
2           rent and potential use along the designated route;

3           (5) the estimated cost of acquisition of lands or  
4           interest in lands, if any;

5           (6) the plans for developing and maintaining the  
6           trail and the cost thereof;

7           (7) the proposed Federal administering agency  
8           (which, in the case of a national scenic trail wholly  
9           or substantially within a national forest, shall be the  
10          Department of Agriculture);

11          (8) the extent to which a State or its political sub-  
12          divisions and public and private organizations might  
13          reasonably be expected to participate in acquiring the  
14          necessary lands and in the administration thereof; and

15          (9) the relative uses of the lands involved, including:  
16          the number of anticipated visitor-days for the entire  
17          length of, as well as for segments of, such trail; the  
18          number of months which such trail, or segments thereof,  
19          will be open for recreation purposes; the economic and  
20          social benefits which might accrue from alternate land  
21          uses; and the estimated man-years of civilian employment  
22          and expenditures expected for the purposes of mainte-  
23          nance, supervision, and regulation of such trail.

24          (c) The following routes shall be studied in accordance  
25          with the objectives outlined in subsection (b) of this section:



1       (1) *Continental Divide Trail, a three-thousand-one-*  
2 *hundred-mile trail extending from near the Mexican border*  
3 *in southwestern New Mexico northward generally along the*  
4 *Continental Divide to the Canadian border in Glacier Na-*  
5 *tional Park.*

6       (2) *Pacific Crest Trail, a two-thousand-three-hundred-*  
7 *and-fifty-mile trail extending from the Mexican-California*  
8 *border northward generally along the mountain ranges of the*  
9 *west coast States to the Canadian-Washington border near*  
10 *Lake Ross.*

11       (3) *Potomac Heritage Trail, an eight-hundred-and-*  
12 *twenty-five-mile trail extending generally from the mouth of*  
13 *the Potomac River to its sources in Pennsylvania and West*  
14 *Virginia, including the one-hundred-and-seventy-mile Ches-*  
15 *apeake and Ohio Canal towpath.*

16       (4) *Old Cattle Trails of the Southwest from the vicinity*  
17 *of San Antonio, Texas, approximately eight hundred miles*  
18 *through Oklahoma via Baxter Springs and Chetopa, Kansas,*  
19 *to Fort Scott, Kansas, including the Chishold Trail, from*  
20 *the vicinity of San Antonio or Cuero, Texas, approximately*  
21 *eight hundred miles north through Oklahoma to Abilene,*  
22 *Kansas.*

23       (5) *Lewis and Clark Trail, from Wood River, Illinois,*  
24 *to the Pacific Ocean in Oregon, following both the outbound*  
25 *and inbound routes of the Lewis and Clark Expedition.*

1       (6) *Natchez Trace, from Nashville, Tennessee, approxi-*  
2 *mately six hundred miles to Natchez, Mississippi.*

3       (7) *North Country Trail, from the Appalachian Trail*  
4 *in Vermont, approximately three thousand two hundred miles*  
5 *through the States of New York, Pennsylvania, Ohio, Michi-*  
6 *gan, Wisconsin, and Minnesota, to the Lewis and Clark*  
7 *Trail in North Dakota.*

8       (8) *Kittanning Trail, from the village of Frankstown*  
9 *through Kittanning to Kittanning, Pennsylvania.*

10       (9) *Oregon Trail, from Independence, Missouri, ap-*  
11 *proximately two thousand miles to near Fort Vancouver,*  
12 *Washington.*

13       (10) *Santa Fe Trail, from Independence, Missouri,*  
14 *approximately eight hundred miles to Santa Fe, New Mexico.*

15       (11) *Long Trail, extending two hundred and fifty-five*  
16 *miles from the Massachusetts border northward through Ver-*  
17 *mont to the Canadian border.*

18       (12) *Mormon Trail, extending from Nauvoo, Illinois,*  
19 *to Salt Lake City, Utah, through the States of Iowa, Ne-*  
20 *braska, and Wyoming.*

21       (13) *Gold Rush Trails in Alaska.*

22       (14) *Mormon Battalion Trail, extending two thousand*  
23 *miles from Mount Pisgah, Iowa, through Kansas, Colorado,*  
24 *New Mexico and Arizona to Los Angeles, California.*

## CONNECTING AND SIDE TRAILS

SEC. 6. *Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: Provided, That such trails provide additional points of public access to national recreation or scenic trails.*

## ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a) *Pursuant to section 5(a), the Secretary of the Interior shall select the right-of-way for the Appalachian National Scenic Trail and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: Provided, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner and his operation. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance*



1 of the States, local governments, private organizations, and  
2 landowners and land users concerned.

3 (b) After publication of notice in the Federal Register,  
4 together with appropriate maps and descriptions, the Secre-  
5 tary charged with the administration of a national scenic trail  
6 may relocate segments of a national scenic trail right-of-way,  
7 with the concurrence of the head of the Federal agency having  
8 jurisdiction over the lands involved, upon a determination  
9 that: (i) such a relocation is necessary to preserve the pur-  
10 poses for which the trail was established, or (ii) the reloca-  
11 tion is necessary to promote a sound land management pro-  
12 gram in accordance with established multiple-use principles:  
13 Provided, That a substantial relocation of the rights-of-way  
14 for such trail shall be by Act of Congress.

15 (c) National scenic trails may contain campsites, shel-  
16 ters, and related-public-use facilities. Other uses along the  
17 trail, which will not substantially interfere with the nature  
18 and purposes of the trail, may be permitted by the Secretary  
19 charged with the administration of the trail. Reasonable ef-  
20 forts shall be made to provide sufficient access opportunities  
21 to such trails and, to the extent practicable, efforts shall be  
22 made to avoid activities incompatible with the purposes for  
23 which such trails were established. The use of motorized  
24 vehicles by the general public along any national scenic trail  
25 shall be prohibited and nothing in this Act shall be construed

1 as authorizing the use of motorized vehicles within the nat-  
2 ural and historical areas of the national park system, the na-  
3 tional wildlife refuge system, the national wilderness preser-  
4 vation system where they are presently prohibited or on other  
5 Federal lands where trails are designated as being closed  
6 to such use by the appropriate Secretary: Provided, That the  
7 Secretary charged with the administration of such trail shall  
8 establish regulations which shall authorize the use of motorized  
9 vehicles when, in his judgment, such vehicles are necessary to  
10 meet emergencies or to enable adjacent landowners or land  
11 users to have reasonable access to their lands or timber rights:  
12 Provided further, That private lands included in the national  
13 recreation or scenic trails by cooperative agreement of a land-  
14 owner shall not preclude such owner from using motorized  
15 vehicles on or across such trails or adjacent lands from time  
16 to time in accordance with regulations to be established by  
17 the appropriate Secretary. Except to the extent otherwise  
18 provided by law, the Federal laws and regulations applicable  
19 to Federal lands or areas included in any national recreation  
20 or scenic trail shall continue to apply. The Secretary of the  
21 Interior and the Secretary of Agriculture, in consultation  
22 with appropriate governmental agencies and public and pri-  
23 vate organizations, shall establish a uniform marker, includ-  
24 ing thereon an appropriate and distinctive symbol for each  
25 national recreation and scenic trail. Where the trails cross

1 lands administered by Federal agencies such markers shall  
2 be erected at appropriate points along the trails and main-  
3 tained by the Federal agency administering the trail in  
4 accordance with standards established by the appropriate  
5 Secretary and where the trails cross non-Federal lands, in  
6 accordance with written cooperative agreements, the appro-  
7 priate Secretary shall provide such uniform markers to co-  
8 operating agencies and shall require such agencies to erect  
9 and maintain them in accordance with the standards  
10 established.

11 (d) Within the exterior boundaries of areas under their  
12 administration that are included in the right-of-way selected  
13 for a national recreation or scenic trail, the heads of Federal  
14 agencies may use lands for trail purposes and may acquire  
15 lands or interests in lands by written cooperative agreement,  
16 donation, purchase with donated or appropriated funds or  
17 exchange: Provided, That not more than twenty-five acres in  
18 any one mile may be acquired without the consent of the  
19 owner.

20 (e) Where the lands included in a national scenic trail  
21 right-of-way are outside of the exterior boundaries of fed-  
22 erally administered areas, the Secretary charged with the  
23 administration of such trail shall encourage the States or  
24 local governments involved (1) to enter into written coopera-  
25 tive agreements with landowners, private organizations, and



1 individuals to provide the necessary trail right-of-way, or  
2 (2) to acquire such lands or interests therein to be utilized  
3 as segments of the national scenic trail: Provided, That if  
4 the State or local governments fail to enter into such written  
5 cooperative agreements or to acquire such lands or interests  
6 therein within two years after notice of the selection of the  
7 right-of-way is published, the appropriate Secretary may  
8 (i) enter into such agreements with landowners, States, local  
9 governments, private organizations, and individuals for the  
10 use of lands for trail purposes, or (ii) acquire private lands  
11 or interests therein by donation, purchase with donated or  
12 appropriated funds or exchange in accordance with the pro-  
13 visions of subsection (g) of this section. The lands involved  
14 in such rights-of-way should be acquired in fee, if other  
15 methods of public control are not sufficient to assure their  
16 use for the purpose for which they are acquired: Provided,  
17 That if the Secretary charged with the administration of such  
18 trail permanently relocates the right-of-way and disposes  
19 of all title or interest in the land, the original owner, or his  
20 heirs or assigns, shall be offered, by notice given at the former  
21 owner's last known address, the right of first refusal at the  
22 fair market price.

23 (f) The Secretary of the Interior, in the exercise of his  
24 exchange authority, may accept title to any non-Federal  
25 property within the right-of-way and in exchange therefor

1 he may convey to the grantor of such property any federally  
2 owned property under his jurisdiction which is located in  
3 the State wherein such property is located and which he  
4 classifies as suitable for exchange or other disposal. The  
5 values of the properties so exchanged either shall be approxi-  
6 mately equal, or if they are not approximately equal the  
7 values shall be equalized by the payment of cash to the  
8 grantor or to the Secretary as the circumstances require.  
9 The Secretary of Agriculture, in the exercise of his exchange  
10 authority, may utilize authorities and procedures available  
11 to him in connection with exchanges of national forest lands.

12 (g) The appropriate Secretary may utilize condemna-  
13 tion proceedings without the consent of the owner to acquire  
14 private lands or interests therein pursuant to this section only  
15 in cases where, in his judgment, all reasonable efforts to  
16 acquire such lands or interests therein by negotiation have  
17 failed, and in such cases he shall acquire only such title  
18 as, in his judgment, is reasonably necessary to provide pas-  
19 sage across such lands: Provided, That condemnation pro-  
20 ceedings may not be utilized to acquire fee title or lesser  
21 interests to more than twenty-five acres in any one mile and  
22 when used such authority shall be limited to the most direct  
23 or practicable connecting trail right-of-way. Money appro-  
24 priated for Federal purposes from the land and water con-  
25 servation fund shall, without prejudice to appropriations



1 from other sources, be available to Federal departments for  
2 the acquisition of lands or interests in lands for the purposes  
3 of this Act.

4 (h) The Secretary charged with the administration of a  
5 national recreation or scenic trail shall provide for the devel-  
6 opment and maintenance of such trails within federally  
7 administered areas and shall cooperate with and encourage  
8 the States to operate, develop, and maintain portions of such  
9 trails which are located outside the boundaries of federally  
10 administered areas. When deemed to be in the public interest,  
11 such Secretary may enter written cooperative agreements  
12 with the States or their political subdivisions, landowners,  
13 private organizations, or individuals to operate, develop, and  
14 maintain any portion of a national scenic trail either within  
15 or outside a federally administered area.

16 (i) The appropriate Secretary, with the concurrence of  
17 the heads of any other Federal agencies administering lands  
18 through which a national recreation or scenic trail passes,  
19 and after consultation with the States, local governments, and  
20 organizations concerned, may issue regulations, which may be  
21 revised from time to time, governing the use, protection, man-  
22 agement, development, and administration of trails of the  
23 national trails system. In order to maintain good conduct on  
24 and along the trails located within federally administered



1 areas and to provide for the proper government and protec-  
2 tion of such trails, the Secretary of Interior and the Secretary  
3 of Agriculture shall prescribe and publish such uniform regu-  
4 lations as they deem necessary and any person who violates  
5 such regulations shall be guilty of a misdemeanor, and may  
6 be punished by a fine of not more than \$500, or by imprison-  
7 ment not exceeding six months, or by both such fine and  
8 imprisonment.

9 STATE AND METROPOLITAN AREA TRAILS

10 SEC. 8. (a) The Secretary of the Interior is directed to  
11 encourage States to consider, in their comprehensive state-  
12 wide outdoor recreation plans and proposals for financial  
13 assistance for State and local projects submitted pursuant to  
14 the Land and Water Conservation Fund Act, needs and  
15 opportunities for establishing park, forest, and other recrea-  
16 tion trails on lands owned or administered by States, and  
17 recreation trails on lands in or near urban areas. He is  
18 further directed, in accordance with the authority contained  
19 in the Act of May 28, 1963 (77 Stat. 49), to encourage  
20 States, political subdivisions, and private interests, including  
21 nonprofit organizations, to establish such trails.

22 (b) The Secretary of Housing and Urban Develop-  
23 ment is directed, in administering the program of compre-  
24 hensive urban planning and assistance under section 701  
25 of the Housing Act of 1954, to encourage the planning of

1 recreation trails in connection with the recreation and trans-  
2 portation planning for metropolitan and other urban areas.  
3 He is further directed, in administering the urban open-  
4 space program under title VII of the Housing Act of 1961,  
5 to encourage such recreation trails.

6 (c) The Secretary of Agriculture is directed, in ac-  
7 cordance with authority vested in him, to encourage States  
8 and local agencies and private interests to establish such  
9 trails.

10 (d) Such trails may be designated and suitably marked  
11 as parts of the nationwide system of trails by the States,  
12 their political subdivisions, or other appropriate administer-  
13 ing agencies with the approval of the Secretary of the  
14 Interior.

15 RIGHTS-OF-WAY AND OTHER PROPERTIES

16 SEC. 9. (a) The Secretary of the Interior or the Secre-  
17 tary of Agriculture, as the case may be, may grant easements  
18 and rights-of-way upon, over, under, across, or along any  
19 component of the national trails system in accordance with the  
20 laws applicable to the national park system and the national  
21 forest system, respectively: Provided, That any conditions  
22 contained in such easements and rights-of-way shall be related  
23 to the policy and purpose of this Act and shall not be based  
24 upon the Department of Interior or Department of Agricul-  
25 ture regulations relating to granting rights-of-way for power

1 *transmission lines issued March 23, 1963 (28 F.R. 2903,*  
2 *2905; 43 C.F.R. 2234.4, 36 C.F.R. 251.52).*

3     **(b)** *The Department of Defense, the Department of*  
4 *Transportation, the Interstate Commerce Commission, the*  
5 *Federal Communications Commission, the Federal Power*  
6 *Commission, and other Federal agencies having jurisdiction*  
7 *or control over or information concerning the use, abandon-*  
8 *ment, or disposition of roadways, utility rights-of-way, or*  
9 *other properties which may be suitable for the purpose of*  
10 *improving or expanding the national trails system shall coop-*  
11 *erate with the Secretary of the Interior and the Secretary of*  
12 *Agriculture in order to assure, to the extent practicable, that*  
13 *any such properties having values suitable for trail purposes*  
14 *may be made available for such use.*

15                   **AUTHORIZING APPROPRIATIONS**

16     **SEC. 10.** *There are hereby authorized to be appropri-*  
17 *ated such sums as may be necessary to carry out the purposes*  
18 *of this Act, but not more than \$5,000,000 shall be appro-*  
19 *priated for the acquisition of lands or interests in lands and*  
20 *not more than \$1,000,000 shall be appropriated for develop-*  
21 *ment.*

Amend the title so as to read: "A bill to establish a national trails system, and for other purposes."





90TH CONGRESS  
2D SESSION

**H. R. 4865**

[Report No. 1631]

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# **A BILL**

To establish a nationwide system of trails, and  
for other purposes.

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By Mr. TAYLOR

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FEBRUARY 6, 1967

Referred to the Committee on Interior and Insular  
Affairs

JULY 3, 1968

Reported with amendments, committed to the Com-  
mittee of the Whole House on the State of the  
Union, and ordered to be printed







# Digest of Congressional Proceedings

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
FOR INFORMATION ONLY;  
(NOT TO BE QUOTED OR CITED)

Issued July 17, 1968  
For actions of July 15th & July 16th, 1968  
90th-2nd; No. 122

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HIGHLIGHTS: See page 6

### HOUSE - July 15, 1968

1. REDWOOD NATIONAL PARK. Passed, 388-15, under suspension of the rules S. 2515, to authorize the establishment of the Redwood National Park, Calif. pp. H6677-81, E6550
2. TRAILS. Passed with amendment S. 827, to establish a nationwide system of trails. H. R. 4865, a similar bill which was passed earlier under suspension of the rules, was tabled. pp. H6693-706

3. HUNGER. Passed, 164-59, under suspension of the rules H. R. 17144, to establish a Commission on Hunger. pp. H6739-46
4. DAIRY. Passed with amendment S. 3638, to provide indemnity payments to dairy farmers. H. R. 17752, a similar bill which was passed earlier under suspension of the rules, was tabled. pp. H6706-7
5. COOPERATIVES. Passed, 272-106, under suspension of the rules S. 752, to amend the Interstate Commerce Act to clarify this exemption with respect to transportation performed by agricultural cooperative associations for nonmembers. This bill will now be sent to the President. pp. H6728-34
6. SCENIC RIVERS. Passed under suspension of the rules H. R. 18260, to provide for a national scenic rivers system. pp. H6717-28
7. COMMODITY EXCHANGES. Passed under suspension of the rules S. 3143, to make frozen concentrated, orange juice subject to the provisions of the Commodity Exchange Act. pp. H6750-51
8. RECLAMATION. Passed under suspension of the rules H. R. 9362, to authorize the Secretary of the Interior to construct, operate, and maintain the Mountain Park reclamation project, Okla. pp. H6683-7  
Passed, 294-104, under suspension of the rules H. R. 5117, to authorize the Secretary of the Interior to construct, operate, and maintain stage 1 of the Palmetto Bend reclamation project, Tex. pp. H6690-93  
Passed, 264-128, under suspension of the rules S. 6, to authorize the Secretary of the Interior to construct, operate, and maintain the first state of the Oahe unit, James division, Missouri River Basin project, S. Dak. pp. H6713-17
9. ELECTRIFICATION. Passed with amendment S. 2445, to amend the Federal Power Act to clarify the manner in which the licensing authority of the Commission and the right of the U. S. to take over a project or projects upon or after the expiration of any license shall be exercised. H. R. 12698, a similar bill, which was passed earlier under suspension of the rules, was tabled. pp. H6707-11
10. TRADE FAIRS. Passed, 142-35, under suspension of the rules, H. R. 18340, to amend the Merchant Marine Act, 1936, to provide for the continuation of authority to develop American flag carriers and promote the foreign commerce of the U. S. through the use of mobile trade fairs. pp. H6746-47
11. WILDLIFE. Passed under suspension of the rules H. R. 11026, to amend the act of September 15, 1960, for the purpose of developing and enhancing recreational opportunities and improving the fish and wildlife programs at reservations covered by said act. pp. H6737-39
12. ORGANIZATION. Rep. Roth discussed his bill to establish a "Hoover-type" commission "to study completely and fully the usefulness, scope, and substance of all Federal programs and activities." pp. H6753-63



Hébert	Miller, Calif.	St. Onge
Hechler, W. Va.	Mills	Sandman
Henderson	Minish	Satterfield
Hicks	Mink	Saylor
Hosmer	Mize	Scherle
Howard	Moorhead	Scheuer
Hull	Morgan	Schweiker
Hungate	Morris, N. Mex.	Schwengel
Ichord	Morton	Scott
Irwin	Moss	Selden
Jacobs	Murphy, Ill.	Shipley
Jarman	Murphy, N.Y.	Shriver
Johnson, Calif.	Myers	Sikes
Johnson, Pa.	Natcher	Sisk
Jones, Ala.	Nedzi	Skubitz
Jones, Mo.	Nichols	Slack
Jones, N.C.	Nix	Smith, Iowa
Karth	O'Hara, Mich.	Smith, N.Y.
Kastenmeier	Olsen	Smith, Okla.
Kazen	O'Neal, Ga.	Snyder
Kee	O'Neill, Mass.	Springer
Keith	Passman	Staggers
Kelly	Patman	Steed
Kirwan	Patten	Steiger, Ariz.
Kleppe	Pelly	Steiger, Wis.
Kluczynski	Pepper	Stubblefield
Kupferman	Perkins	Stuckey
Kuykendall	Philbin	Sullivan
Kyl	Pickle	Talcott
Kyros	Poage	Taylor
Laird	Podell	Teague, Calif.
Leggett	Pollock	Teague, Tex.
Lipscomb	Price, Ill.	Tenzer
Lloyd	Price, Tex.	Thompson, N.J.
Long, Md.	Pryor	Thomson, Wis.
Lukens	Purcell	Tiernan
McCarthy	Quillen	Tuck
McClary	Rees	Tunney
McCloskey	Reid, N.Y.	Udall
McClure	Reifel	Ullman
McCulloch	Reinecke	Van Deerlin
McDonald, Mich.	Reuss	Waldie
McEwen	Rhodes, Ariz.	Walker
McFall	Rivers	Watts
McMillan	Roberts	White
Machen	Robison	Whitten
Mahon	Rodino	Widnall
Maillard	Rogers, Colo.	Williams, Pa.
Marsh	Rogers, Fla.	Wilson,
Martin	Ronan	Charles H.
Mathias, Calif.	Rooney, N.Y.	Winn
Mathias, Md.	Rooney, Pa.	Wright
Matsunaga	Rosenthal	Wyatt
May	Rostenkowski	Young
Mayne	Roush	Zablocki
Meeds	Roybal	Zion
Michel	Ryan	Zwach
	St Germain	

## NAYS—104

Ashmore	Gross	Poff
Bates	Gurney	Pucinski
Betts	Hall	Quie
Bieber	Hammer-	Railsback
Blackburn	schmidt	Randall
Bolton	Harrison	Reid, Ill.
Bow	Harsha	Riegle
Bray	Harvey	Roth
Broomfield	Heckler, Mass.	Roudebush
Brown, Mich.	Horton	Rumsfeld
Brown, Ohio	Hunt	Ruppe
Broyhill, N.C.	Hutchinson	Schadeberg
Buchanan	Joelson	Schneebeli
Byrnes, Wis.	Jonas	Smith, Calif.
Cahill	King, N.Y.	Stafford
Carter	Langen	Stanton
Cederberg	Latta	Stratton
Chamberlain	Lennon	Taft
Clancy	McDade	Thompson, Ga.
Cleveland	Macdonald,	Vander Jagt
Collier	Mass.	Vanik
Conable	MacGregor	Wampler
Conte	Meskill	Watkins
Cowger	Miller, Ohio	Watson
Curtis	Minshall	Whalen
Davis, Wis.	Monagan	Whalley
Denney	Montgomery	Whitener
Devine	Moore	Wiggins
Dow	Morse, Mass.	Wilson, Bob
Dwyer	Mosher	Wolff
Edwards, Ala.	Nelsen	Wylder
Erlenborn	O'Konski	Wyllie
Eshleman	Ottinger	Wyman
Frelinghuysen	Pettis	Yates
Goodell	Pike	
Goodling	Pirnie	

## NOT VOTING—34

Anderson, Tenn.	Culver	Gallagher
Blanton	de la Garza	Gardner
Blatnik	Diggs	Glaimo
Celler	Evins, Tenn.	Hansen, Idaho
Conyers	Fallon	Helstoski
	Fino	Herlong

Hollifield  
Holland  
Karsten  
King, Calif.  
Kornegay  
Landrum

Long, La.  
Madden  
O'Hara, Ill.  
Rarick  
Resnick  
Rhodes, Pa.

Stephens  
Utt  
Vigorito  
Waggonner  
Willis

So (two-thirds having voted in favor thereof) the rules were suspended and the bill, as amended, was passed.

The clerk announced the following pairs:

Mr. Evins of Tennessee with Mr. Fino.  
Mr. Waggonner with Mr. Utt.  
Mr. Hollifield with Mr. Gardner.  
Mr. Glaimo with Mr. Hansen of Idaho.  
Mr. Fallon with Mr. O'Hara of Illinois.  
Mr. Culver with Mr. Kornegay.  
Mr. Celler with Mr. King of California.  
Mr. Blanton with Mr. Karsten.  
Mr. Anderson of Tennessee with Mr. Rarick.  
Mr. Blatnik with Mr. Gallagher.  
Mr. Madden with Mr. Helstoski.  
Mr. Rhodes of Pennsylvania with Mr. Herlong.  
Mr. Long of Louisiana with Mr. de la Garza.  
Mr. Resnick with Mr. Conyers.  
Mr. Willis with Mr. Landrum.  
Mr. Vigorito with Mr. Stephens.  
Mr. Holland with Mr. Diggs.

Mr. KUYKENDALL and Mr. DUNCAN changed their votes from "nay" to "yea."  
Mr. GOODLING and Mr. McDADE changed their votes from "yea" to "nay."  
The result of the vote was announced as above recorded.

The doors were opened.

The title was amended so as to read: "A bill to authorize the Secretary of the Interior to construct, operate, and maintain stage 1 and to acquire lands for stage 2 of the Palmetto Bend reclamation project, Texas, and for other purposes."

A motion to reconsider was laid on the table.

## GENERAL LEAVE TO EXTEND

Mr. JOHNSON of California. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from California?

There was no objection.

## NATIONAL TRAILS SYSTEM ACT

Mr. TAYLOR. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 4865) to establish a nationwide system of trails, and for other purposes, as amended.

The Clerk read the bill, as follows:

H.R. 4865

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

## SHORT TITLE

SECTION 1. This Act may be cited as the "National Trails System Act".

## STATEMENT OF POLICY

SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily,

within established scenic areas more remotely located.

(b) The purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation and scenic trails, by designating the Appalachian Trail as the initial component of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

## NATIONAL TRAILS SYSTEM

SEC. 3. The national system of trails shall be composed of—

(a) National recreation trails, established as provided in section 4 of this Act which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

## NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

(i) such trails are reasonably accessible to urban areas, and

(ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within in park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved—

(i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and

(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the State.

## NATIONAL SCENIC TRAILS

SEC. 5. (a) National scenic trails shall be authorized and designated only by Act of Congress.

(1) The Appalachian Trail, a trail of some two thousand miles, extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, is hereby established as the initial national scenic trail. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as "Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-101-May 1967", which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where



practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

(2) The Secretary of the Interior may establish an advisory council for the Appalachian National Scenic Trail. The Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards of the erection and maintenance of markers along the trail, and the administration of the trail. The members of such advisory council, which shall not exceed thirty-five in number shall serve without compensation or expense to the Federal Government for a term of five years and shall be appointed by the Secretary as follows:

(i) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

(ii) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States;

(iii) One or more members appointed to represent private organizations, including landowners and land users, that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations: *Provided*, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes; and

(iv) The Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(3) In all other respects, the Appalachian National Scenic Trail shall be administered in accordance with the provisions of this Act.

(b) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. When completed, such studies shall be the basis of appropriate proposals for additional national scenic trails which shall be submitted from time to time to the President and to the Congress. Such proposals shall be accompanied by a report, which shall be printed as a House or Senate document, showing among other things—

(1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;

(3) The characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic trail;

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interest in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof; and

(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Pacific Crest Trail, a two-thousand-three-hundred-and-fifty-mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross.

(3) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(4) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(5) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(6) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(7) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(8) Kittanning Trail, from the village of Frankstown through Kittanning to Kittanning, Pennsylvania.

(9) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(10) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(11) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(12) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(13) Gold Rush Trails in Alaska.

(14) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

#### CONNECTING AND SIDE TRAILS

SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: *Provided*, That such trails provide additional points of public access to national recreation or scenic trails.

#### ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a) Pursuant to section 5(a), the Secretary of the Interior shall select the right-of-way for the Appalachian National Scenic Trail and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: *Provided*, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner and his operation. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the administration of a national scenic trail may relocate segments of a national scenic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: *Provided*, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: *Provided*, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: *Provided further*, That private lands included in the national recreation or scenic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be



established by the appropriate Secretary. Except to the extent otherwise provided by law, the Federal laws and regulations applicable to Federal lands or areas included in any national recreation or scenic trail shall continue to apply. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation and scenic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written standards established by the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation or scenic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange: *Provided*, That not more than twenty-five acres in any one mile may be acquired without the consent of the owner.

(e) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic trail: *Provided*, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein within two years after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: *Provided*, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of

Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided*, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than twenty-five acres in any one mile and when used such authority shall be limited to the most direct or practicable connecting trail right-of-way. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act.

(h) The Secretary charged with the administration of a national recreation or scenic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of a national scenic trail either within or outside a federally administered area.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation or scenic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails, in connection with

the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture, as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: *Provided*, That any conditions contained in such easements and rights-of-way shall be related to the policy and purpose of this Act and shall not be based upon the Department of Interior or Department of Agriculture regulations relating to granting rights-of-way for power transmission lines issued March 23, 1963 (28 F.R. 2903, 2905; 43 C.F.R. 2234.4, 36 C.F.R. 251.52).

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

#### AUTHORIZING APPROPRIATIONS

SEC. 10. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$5,000,000 shall be appropriated for the acquisition of lands or interests in lands and not more than \$1,000,000 shall be appropriated for development.

The SPEAKER. Is a second demanded?

Mr. SAYLOR. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. TAYLOR. Mr. Speaker, I yield such time as he may consume to the distinguished gentleman from Colorado [Mr. ASPINALL].

(Mr. ASPINALL asked and was given permission to revise and extend his remarks.)

Mr. ASPINALL. Mr. Speaker, H.R. 4865 is a bill to establish a national system of trails. But in reality, it might be more appropriate to call it a bill to lay the foundation for establishing a national system of trails.

One trail—and one trail only—qualifies for designation as a national scenic trail at this time—that is the Appalachian Trail. It is the only trail that is sufficiently in place for us to determine where it will be located and what will be involved in the way of expenses to be incurred. Primarily for this reason, Mr.



Speaker, the Committee on Interior and Insular Affairs is not now recommending the immediate authorization of any other national scenic trails. The bill does provide guidelines for detailed studies to be made on several other potential national scenic trail routes and, when those studies have been made, they will be brought before the Congress for possible authorization.

As chairman of the authorizing committee, I feel that it is extremely important for the Congress to have all of the facts before embarking on broad-scale programs of this type. H.R. 4865, as recommended by the committee, will enable us to make appropriate decisions on the basis of the most reliable information available when new national scenic trails are recommended.

Another key feature of H.R. 4865 involves the designation of trails across existing Federal, State, or locally administered lands as national recreation trails. Because they will be located on existing publicly owned lands, these trails should not involve a large Federal investment. In stressing the importance of these trails to the proposed national trails system, I want to emphasize that they will be geared to meeting a variety of public uses.

According to estimates published in September 1966, the number of people walking for pleasure is likely to increase more than 350 percent by the turn of the century. These national recreation trails would facilitate the accommodation of that outdoor activity. Simple walkways for Sunday strollers and jogging trails might be encouraged within urban areas to satisfy different needs of different people.

Hiking trails—though not extended trails like those to be designated as national scenic trails—could be designated to accommodate the more energetic outdoor enthusiasts who are increasing in numbers very rapidly.

Riding trails could become national recreation trails to accommodate those who enjoy bicycling, horseback riding, or trail scooters.

In general, Mr. Speaker, what we are seeking to accomplish is a well-rounded outdoor recreation program. All of these activities are growing increasingly popular. City dwellers need a place near their homes where they can retreat for a few hours, or a day, or a weekend. These national recreation trails would help to meet that need, and I believe that they can be made available without large expenditures for land acquisition. A real effort should be made—and it should probably be made by the Bureau of Outdoor Recreation—to inventory the public land areas in or near our population centers to determine which might be suitable for trail purposes for one activity or another.

Turning your attention to another feature of H.R. 4865, I want to point out the fact that the committee endeavored to retain the fullest measure of cooperation by all concerned—State and local governments, private landowners, and private organizations. In redrafting the bill, we hoped to encourage private landowners to enter written cooperative

agreements which would permit a trail right-of-way to be located across their lands. Similar agreements have been used for years along the Appalachian Trail. As an inducement, we must expect the trail users and the administering authority to cooperate with the landowner so that he will not be denied reasonable use of his own lands. Only by such cooperation can the cost of this program be kept at a minimum.

In every way possible, the provisions of the bill seek to encourage State and local governments to be active participants in the program. To the extent that they are actively involved, no Federal activity will be necessary outside existing federally administered areas. And in any event, Federal activity is contingent upon their consent within areas administered by State or local agencies.

Mr. Speaker, I view H.R. 4865 as an experiment—a pilot program. If, under this bill, we succeed in developing a meaningful start toward a balanced recreation program for the American people, this will truly be landmark legislation. It calls for every ounce of cooperation by all concerned, if it is to do the job we seek to accomplish without substantial Federal expenditures. The Appalachian Trail will be our laboratory—and it is an excellent one, because there is already a wealth of experience upon which we can build.

It is, in reality, the only continuous, extended trail of its kind in existence at the present time.

It is the product of cooperation between users, landowners, and government agencies.

It is accessible to millions of Americans living along the east coast and yet it necessarily traverses developed lands as well as areas of natural beauty.

It is—and we hope it will continue to be—the loving child of volunteers who do a large share of the annual development and maintenance.

I believe that, if we are successful in accomplishing the objective of this legislation for the Appalachian Trail, the prospects for future national scenic trails will be greatly enhanced. Conversely, if the establishment of the Appalachian National Scenic Trail results in a deterioration of cooperation and an expensive land acquisition and development program, then the future of other national scenic trails will be very uncertain.

Mr. Speaker, H.R. 4865 is a major effort to provide a reasonable foundation upon which the Congress can build a sound national trails system. These trailways could provide millions of Americans with ample opportunities to enjoy the outdoors. I believe that it is a great opportunity for every American, because it can meet a host of differing desires for recreation.

While the bill authorizes an appropriation of \$6 million for land acquisition and development of the Appalachian National Scenic Trail, we hope that the use of written cooperative agreements and the interest of State and local governments will make it possible to accomplish the desired objectives at a signifi-

cantly reduced cost. This will be one of the things we will learn by experience.

Mr. Speaker, I urge the Members of the House to suspend the rules and approve H.R. 4865.

Mr. KLEPPE. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from North Dakota.

Mr. KLEPPE. Mr. Speaker, I would like to thank the gentleman for yielding. I would like to ask the gentleman, if I may, about landowners liability.

For example, as the gentleman knows, if you own a piece of property, if you own a house, and your sidewalk gets iced over and an individual comes along and slips on the ice, you may have a liability suit against you as a property owner.

Mr. ASPINALL. If you live in my district you would. If you live in Washington, D.C., you would not.

Mr. KLEPPE. Of course there are some differences, I am sure of that.

So my thoughts is that if these trails are going to be established under an easement provision, then my question is has there been any consideration given to landowners that may, from a liability standpoint, have a claim against them by people who get off these easements? They may be enjoying the purpose of these trails, and get onto such an owner's property, and then become injured in some way, are there any liability provisions for the property owners?

Mr. ASPINALL. If my colleague from North Dakota will permit me, it is my understanding that, as far as the Appalachian Trail, the only one that is established as a national trail in this legislation, that there would be no liability that I know of at the present time, and that as far as the other trails are concerned perhaps this will have to be taken into consideration in the study programs. I do not believe there is any question about that.

The Appalachian Trail itself is well established. We have it laid out practically all the way from upper New England clear on down to the end of the Piedmont Range in Georgia, and I do not see any difficulty in that respect as far as the one trail is concerned.

Mr. KLEPPE. Mr. Speaker, would the gentleman yield further?

Mr. ASPINALL. I yield further to the gentleman from North Dakota.

Mr. KLEPPE. I thank the gentleman for those observations.

It seems to me that this is something that ought to be considered—knowing full well that we cannot make changes in this bill now—but this is a question that could become serious if these trails extend through great areas, and lots of people travel on them, and they could, in fact, present the adjacent property owners or landowners with a serious liability problem. That is why I appreciate the statement of the chairman of the Committee on Interior and Insular Affairs.

Mr. ASPINALL. The gentleman is correct, of course, and here again the gentleman is referring more to trails that would be established and promoted by local communities, cities, counties, and



perhaps States than he is to the Federal trail.

Mr. KLEPPE. But is it not true they could come under the framework of this bill?

Mr. ASPINALL. I do not believe any liability would come in, as long as they are under a different jurisdiction.

Mr. KLEPPE. I thank the gentleman.

Mr. KYL. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman.

Mr. KYL. I would like to say further to the gentleman from North Dakota that he has touched upon a matter which was given serious consideration by the committee.

This bill does not set aside any kind of law—of liability—or any other kind. But when the bill was presented to the committee, it was a much broader package. It would have established trails all over the country. It recommended even that some such trails follow along easements of the utility lines.

We know further that many of these trails will cross public thoroughfares.

The question which the gentleman from North Dakota brings out is an important consideration and it is one of the matters which has made it necessary to bring a pilot operation to the House for its consideration instead of the much broader package that some conservationists of the country would have liked to have.

It is a serious consideration and this bill does nothing to set aside any normal provisions of law.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman.

Mr. GROSS. I will have to confess to some ignorance of what is being proposed. What do you do on one of these trails? Do you walk, ride a bicycle, ride a mule, or what?

Mr. ASPINALL. If my friend will permit me to say, the real purpose is to walk—to hike.

I believe there are some trails in existence that are known as bicycle trails and they would be used for those purposes and have been so established.

Other trails are used at the present time for horseback riding.

So far as automotive equipment is concerned, automotive equipment would not be permitted on such trails under any circumstances at the present time.

Mr. GROSS. Does the gentleman from Colorado propose to put a pack on his back and go from Maine to Georgia over the Appalachia trail?

Mr. ASPINALL. The gentleman from Colorado at one time might have entertained such a project as that, but no longer has such an ambition.

Mr. MATHIAS of Maryland. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman.

(Mr. MATHIAS of Maryland asked and was given permission to revise and extend his remarks.)

Mr. MATHIAS of Maryland. Mr. Speaker, I fully support the National Trails System Act as recommended by

the House Interior Committee. This legislation responds to the growing popularity of hiking, biking, and horseback riding, and will vastly improve opportunities for these types of outdoor recreation in urban areas and especially scenic regions more removed from population centers. The bill also advances some very progressive methods of trail development, based on minimal use of Federal eminent domain powers and maximum cooperation between the Federal Government and State and local governments, conservation groups, and individual landowners.

Two major scenic and historic trails in the State of Maryland are affected by this bill. The first is the famous Appalachian Trail, whose 2,000 miles include a very beautiful and popular segment crossing Maryland from Penn-Mar to Harpers Ferry. The Appalachian Trail is the only route immediately designated as a national scenic trail by the House bill. This designation, and the additional land acquisition, protection and development which will follow, seem appropriate and timely. By giving the Appalachian Trail valuable additional protection, we will give overdue recognition both to the importance of this national asset and to the efforts of the thousands of citizens who, through the Appalachian Trail Conference, have maintained and promoted this trail for so long.

The second trail of particular importance to Maryland is the proposed Potomac Heritage Trail, envisioned as an 825-mile path which would reach from the Potomac River's mouth through Maryland and Virginia to the river's headwaters in Pennsylvania and West Virginia, and would include the entire towpath of the Chesapeake & Ohio Canal. The legislation submitted by the administration and passed by the Senate would establish this trail at once. The bill before us today would designate this plan, along with 13 others, for intensive study.

In my judgment the House approach is far more sound and sensible. The administration's proposal, while creative in concept, raises a number of questions of priorities and coordination, particularly in connection with the C. & O. Canal and overall recreational development between Washington and Cumberland, Md.

Immediate creation of the Potomac Heritage Trail, without further field study, could amount to slapping a new name and new conditions on the C. & O. Canal without enough regard for the established patterns of recreation and use along the canal or the efforts already underway to improve that historic property.

For example, the present C. & O. Canal management, recognizing the growing popularity of horseback riding in the Potomac Basin, has encouraged use of the canal towpath for riding except in the most densely populated areas, where riding would be incompatible with intensive hiking and biking. Riding is currently permitted on the towpath, in good weather, all the from Swin's Lock near Georgetown to Cumberland.

But the Bureau of Outdoor Recreation would reverse this policy. The Acting Di-

rector of BOR, Mr. Louis E. Reid, Jr., advised me by letter of July 10, 1968, that "under current plans, horseback riding would be permitted along the Potomac Heritage Trail except on the Chesapeake & Ohio Canal towpath, on the trail from Great Falls, Va., to Arlington, and possibly along other segments where topography rules out horse travel."

To me such a blanket prohibition makes no sense, and reveals an unfortunate and peculiar lack of liaison between BOR and the National Park Service.

The problem of access along and across the canal property also deserves further study by BOR. The administration bill, in effect, would permanently impose on the canal the access policies which are now applied to all national park areas, and which have been a perennial source of difficulty in western Maryland. This step would be taken at the very time that promising efforts are being made to develop the more flexible and realistic policies required by the unique situation along the canal to keep it from becoming again a barrier to agriculture, industrial growth, and traditional patterns of life and recreation.

In a more general sense, immediate creation of the Potomac Heritage Trail could prove to be a distraction and a diffusion of effort along the Potomac. At a time when funds for conservation are so scarce and overall Potomac Basin planning has not been completed, many responsible officials and informed citizens in the basin have urged concentrated investment in development of the C. & O. Canal to meet the area's immediate recreational needs and to serve as a pilot project for the basin. My bill, H.R. 7201, would authorize \$3 million for such an effort, emphasizing limited land acquisition and a broad, cooperative development program.

According to the Bureau of Outdoor Recreation, the proposed Potomac Heritage Trail would cost only slightly more than H.R. 7201, \$3,766,000 in Federal funds. Yet these funds would be spread along 825 miles, rather than being focused on the 185 miles of the canal. Indeed, it appears that BOR is not planning much improvement of the canal through this program at all.

For example, in many places the present canal property is far narrower than the 200-foot right-of-way cited as an average width for national scenic trails. Yet BOR has advised me that "it is probable that little if any additional land would be needed for the trail" along the canal.

Also, the present canal management does recognize that immediate restoration and stabilization of many of the historic engineering features of the canal, such as the Monocacy aqueduct, will be essential to avoid their total collapse. Intensive work on the Paw Paw Tunnel, for one, is now nearing completion. Yet improvements under the trail plan would be restricted to "limited facility development, such as campgrounds and trail shelters."

In an ideal world, with ample funds available, we could proceed to create both a long, relatively undeveloped trail and a somewhat shorter but more fully de-



veloped park along the Potomac. But as long as our financial pinch continues, I fear that the Interior Department, by trying to do both, could wind up doing neither very well.

Additional questions involve coordination trail development with other Potomac Basin recreational projects. An advisory council for the Potomac Heritage Trail, for example, should be carefully shaped in order to give full representation to local and citizen interests. Its membership and mandate must be broad enough to recognize not only the concerns of hikers, bikers, and horseback riders, but also the legitimate interests of area landowners, other sportsmen, businessmen, and local governments.

In short, I do believe that the Potomac Heritage Trail proposal needs further study, as authorized by this bill. I trust that the Interior Department, in the course of this study, will give full attention to the vast potential and unique challenge of the C. & O. Canal, and will seek and consider the suggestions of the many officials and citizens involved in conservation and recreational planning in the Potomac Basin.

Mr. KEITH. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman.

Mr. KEITH. As the gentleman knows, I have been very much interested in more funds for the Cape Cod National Seashore which we passed in a bill back in 1961. We far exceeded that authorization and in that demand for funds to pay for land which we committed ourselves to buy.

I voted for the land and water conservation fund project and I voted for the redwood park or forest today, and I am going to support this legislation.

But I would like some assurance that we are going to enlarge our commitment, that is our financial commitment, so that we can live up to our moral commitment to pay for lands and water that have now been held in escrow for far too long.

Mr. ASPINALL. When I addressed the House when we started out on the debate on the redwood national park bill, I had this to say, that I was doing my best to protect all of these prior authorizations. Of course, Cape Cod, Fire Island, Delaware Gap, and all the rest of them have priorities over what I consider to be authorizations which we have had since those earlier authorizations. I am with my friend in that respect.

Mr. GUDE. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman.

(Mr. GUDE asked and was given permission to revise and extend his remarks.)

[Mr. GUDE addressed the House. His remarks will appear hereafter in the Extensions of Remarks.]

Mr. HALL. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman.

Mr. HALL. I have read the bill on pages 3 and 4, and I have read the report of the committee of the distin-

guished gentleman from Colorado on pages 12 and 13. I listened very carefully and I believe I heard the gentleman say the committee was recommending about \$5 million to be authorized for appropriations for the acquisition of the land or trails.

I am interested in these trails, but nowhere can I find anything about the cost of preparing the trails, hostel houses or necessary adjuncts along the way.

Furthermore, does it not say, "such sums as may be necessary to conduct studies are authorized to be appropriated"—and that is in addition to the \$5 million. Therefore, is this not an open-ended authorization?

Mr. ASPINALL. I will say to the gentleman that the chairman of the full committee understands from the language that we have in the bill, that we have \$5 million to carry out the purposes of acquisition authorized by this act. But not more than \$5 million shall be appropriated for the acquisition of land, and not more than \$1 million shall be appropriated for developments along the Appalachian National Scenic Trail. Of course, the only thing we are authorizing here is the Appalachian Trail. As far as the study provisions are concerned I believe my friend is correct. This is true in all investigatory matters, and I think that this would be up to the Department to make its position known to the Appropriations Committee and receive whatever moneys would be available for study.

Mr. HALL. But this bill would authorize an appropriation in an unlimited amount, depending upon the various departments' recommendation and the budgeting process followed up by the congressional appropriation.

Mr. ASPINALL. The gentleman is correct. This is no different from many other programs.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Iowa.

Mr. GROSS. Is this money for just one trail? There are about 20 listed in the report. Is this authorization for only one trail?

Mr. ASPINALL. Only one trail is authorized as an instant trail. The others are all to be taken care of by study first and then a report back to the Congress. My friend is correct.

Mr. BENNETT. Mr. Speaker, will the gentleman yield?

Mr. ASPINALL. I yield to the gentleman from Florida.

(Mr. BENNETT asked and was given permission to revise and extend his remarks.)

Mr. BENNETT. Mr. Speaker, I strongly support the passage of H.R. 4865, legislation of great value not only to our generation but for all future Americans.

If this measure were capable of amendment in the present procedures, I would have offered an amendment immediately following line 18 at page 24 to read as follows:

(14) Camino Real Trail, extending from the Castillo de San Marcos, Saint Augustine, Florida, to the Fort Caroline National Memorial, Jacksonville, Florida.

By way of explanation, I report that David Early, representing Governor Claude Kirk of Florida, telephoned me recently and urged that I make this effort. At the time, it was too late to submit an amendment to the bill, but it is my hope that this trail can be added in conference, for a study as to its appropriateness.

The merits of this Florida trail would be outstanding and unique in many respects. It would follow the course of the first road in America between communities of European-descended inhabitants, specifically between St. Augustine and San Mateo, the Spanish name of the earlier French settlement of Fort Caroline. These were the only settlements by Europeans in what is now the United States in that early period of 1565. Actually, it was the land route which the Spanish Governor Pedro Menendez took when he marched with 500 men overland from St. Augustine to conquer the French Governor, Rene Laudonniere, and his settlement, Fort Caroline, on September 20, 1565.

It took him 4 days to make the march. For years thereafter this road, or trail, connected St. Augustine and San Mateo. In the 1763-1783 English occupation of Florida, it connected St. Augustine and St. Johns town, at the old location of San Mateo. During the Spanish occupation the road was called Camino Real—or Royal Road—and during the English occupation it was called King's Road.

In addition to having the significance of being America's first road, the location is closely accessible to major highways conveying millions of tourists to Florida each year. Moreover, it is never very distant from both the Atlantic Ocean and the inland passage, or Intracoastal Waterway. There is along the course much untouched subtropical wilderness, including bear, turkey, deer, and other wildlife. Due to the mildness of the weather, the route could be used during the entire year.

I sincerely hope that this trail can be added to this fine program and that the conference committee will add the Camino Real Trail, Florida, to the legislation in conference.

Two other historic and scenic trail possibilities also come to my mind. One would be an extension of the Appalachian Trail to the Gulf of Mexico by way of the Apalachicola River Valley and the other, the east-west King's Road between St. Augustine and Pensacola, the respective capital cities of Spanish and English east and west Florida. Both of the routes would be very beautiful as well as historic. Many early mission sites would furnish intermediate objectives.

Mr. SAYLOR. Mr. Speaker, I yield myself such time as I may consume.

(Mr. SAYLOR asked and was given permission to revise and extend his remarks.)

Mr. SAYLOR. Mr. Speaker, H.R. 4865, a bill to establish a nationwide system of trails, and the bill H.R. 18260, to provide for a national scenic rivers system could very well become the most popular conservation measures ever passed by the Congress of the United States.



H.R. 4865 is a bill which is truly responsive to the ever-increasing demand of the American people for outdoor recreation opportunities. The bill provides for the establishment of a nationwide system of trails composed of three classes of trails: First, national recreation trails, second, national scenic trails, and third, connecting and side trails. The bill also provides for Federal, State, and local participation in the establishment and development of a nationwide system of trails with the emphasis on the location of trails near urban areas.

H.R. 4865 requires in the establishment of national recreation trails that such trails be reasonably accessible to urban and metropolitan areas and located within parks, forests, and recreation areas administered by the Federal State, or local governing bodies. The establishment of national recreation trails will involve no Federal land acquisition and, therefore, only development and maintenance costs are contemplated by this segment of the system.

Section 5 of the bill provides for the establishment of national scenic trails by act of Congress, names the Appalachian Trail as the initial component of the national scenic trails, sets up an advisory council for the Appalachian National Scenic Trail, provides for the administration of the Appalachian Trail, and authorizes the Secretary of the Interior and the Secretary of Agriculture to undertake studies of possible future additions as national scenic trails.

The bill designates 14 trail routes across the United States for study and potential addition as national scenic trails upon authorization and designation by the Congress.

The bill also provides for the designation of connecting and side trails within federally administered parks, forest, and recreation areas to provide continuity of the trails system where trails are established by Federal, State, local, or joint governing bodies.

Section 7 of the bill provides for the administration and development of a nationwide system of trails and authorizes the Secretary of the Interior or the Secretary of Agriculture, as the case may be, to select or relocate the trail right-of-way, provides for the acquisition of lands or interest in lands, and limits the exercise of the right of condemnation.

The bill authorizes the appropriation of \$5,000,000 to acquire lands and interests in land necessary to carry out the purposes of the act and authorizes the appropriation of \$1,000,000 for development.

Mr. Speaker, the recreational opportunities afforded by the establishment of a nationwide system of trails can be enjoyed by all Americans, young and old, at relatively little or no cost. A nationwide system of trails will provide varied outdoor recreational opportunities to be enjoyed for hours at a time, 1 day, overnight, or for longer periods of time, depending upon the individual desires.

Mr. Speaker, I urge the rules be suspended and that H.R. 4865 be passed.

Mr. Speaker, I yield whatever time he

may require to the gentleman from Massachusetts [Mr. CONTE].

(Mr. CONTE asked and was given permission to revise and extend his remarks.)

Mr. CONTE. Mr. Speaker, I am proud to be a cosponsor of the National Trails System Act. This act will establish trails in two categories for the use of our expanding population with its expanding desire for outdoors recreation. The first category of national recreation trails would provide hiking, bicycling, and jogging trails near densely populated areas. These trails give our urban population a greater chance for outdoor exercise than it now has, and would substantially further our national policy of encouraging physical fitness.

The second category would establish national scenic trails, and is especially interesting to the residents of my district in western Massachusetts. As provided for in the bill, this category would establish the famous Appalachian Trail as a pilot project, to be used in determining whether to include up to 14 other well-known trails. Portions of this trail have been hiked by countless persons on the eastern seaboard. Local trail clubs and State authorities along its 2,000-mile length, Mount Katahdin in Maine to Springer Mountain in Georgia, have taken admirable initiative in developing and expanding this landmark. The high point of many a youth has been a journey on foot along extended portions of this Appalachian route. The Appalachian Trail Conference and its 25,000 members deserve all the praise we can give them for their efforts to maintain this trail.

This bill will put the capstone on their work by protecting against the scattered intrusions along its route, and insuring its continued existence. Furthermore, the experience which has accumulated in maintaining this trail to date will be put to the use of other regions of the country. By their work with this trail, the Secretary of the Interior and the Secretary of Agriculture will gain the expertise to evaluate and establish other national scenic and recreational trails.

This bill is a farsighted measure. It will meet the demands for outdoor recreation, which will increase markedly as the workweek grows shorter, the population increases, and urban sprawl threatens our areas of natural recreation, hiking, bicycling, and horseback riding are expected to become increasingly popular, and the committee report estimates that the number of persons walking for pleasure will grow by more than 350 percent by the turn of the century. By passing this bill, we will prepare ourselves in advance for these demands.

Furthermore, we will do so at a minimum expense to the public Treasury. The public has already given great support to the Appalachian walkway. Private landowners have cooperated admirably in allowing access to the trail. Continuation of this cooperation will substantially reduce the costs of land acquisition. States and their political subdivisions are also expected to cooperate in negotiating for the use of land, or in acquiring it. The history of the Appalachian Trail

will provide Federal departments with valuable backlog of experience. The cost of this bill is a real bargain, when we consider the future benefit to the country. If we act now to establish a national system of scenic and recreational trails, based on the Appalachian Trail, we will do real credit to the past efforts and the future needs of millions of hiking Americans.

Therefore, I strongly urge my colleagues to join with me in supporting this bill.

Mr. SAYLOR. Mr. Speaker, I yield whatever time he may require to the gentleman from Virginia [Mr. POFF].

(Mr. POFF asked and was given permission to revise and extend his remarks.)

Mr. POFF. Mr. Speaker, I support H.R. 4865. However, I am a little distressed that the urgencies of the legislative process make it necessary to consider this bill under suspension of the rules. I share the feeling held by many that meritorious as this legislation is, it could be substantially improved by appropriate amendment.

In the absence of the parliamentary opportunity to consider the amendments, I would like to attempt to write a little legislative history. For that purpose, I quote herewith the pertinent parts of a letter dated July 1, 1968, addressed to me by a constituent:

I was distressed to read in the morning Roanoke Times the enclosed article concerning the Appalachian Trail.

While the idea of a national system of trails may be good, this bill, unless recently changed, provides for securing by eminent domain if necessary, a 400-foot wide right-of-way, including adjacent scenic locations.

This means that many private landowners who have invested in a few remote acres to build a summer "getaway," will not have the public trampling through their front yard. In many cases a summer home may have been built on the most scenic location in the area, and the bill as I understand it, authorizes acquisition of these scenic locations as well, even though there may be cabins situated there.

In my case the trail follows the driveway for over four miles and the legislation prohibits cars using the trail. Will this legislation prohibit me from driving to my summer residence?

Most of the landowners that I know along the trail are quite generous and they have permitted various Appalachian Trail Clubs from Maine to Georgia to route trails over their land. They are now being rewarded for their good citizenship by federal takeover of their private land.

Please study this bill carefully and see if it can't be changed so as to permit re-routing of various sections of the trail, rather than taking it away from private individuals. Certainly this is a reasonable alternative.

I mailed a copy of that letter to the distinguished chairman of the National Parks and Recreation Subcommittee, the gentleman from North Carolina [Mr. TAYLOR]. In reply, I received a letter dated July 10, which reads in pertinent part as follows:

H.R. 4865 will probably be on the House Floor next Monday under suspension of rules. The bill authorizes the Interior Department to secure by eminent domain an area not to exceed 25 acres per mile for trail right of way. This would average a strip 200 feet



wide, not 400 feet wide. I am sure that the Department will administer the bill in such a way to interfere with development near the trail as little as possible. This legislation could not prohibit Mr. Vail from driving to his summer residence. In my opinion, after this is in operation Mr. Vail will hardly notice the difference in administration. It could, however, result in a slight increase in the number of people using the trail.

In light of the foregoing exchange of correspondence, I am confident that the Interior Department in the administration of policy under this program will fully honor and respect all of the fee simple rights, easements, and appurtenances of landowners in, on, or in the vicinity of, the Appalachian Trail.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Iowa.

Mr. GROSS. Where is it proposed to get the \$6 million?

Mr. SAYLOR. From the land and water conservation fund.

Mr. GROSS. Where does it get its money?

Mr. SAYLOR. It gets its money from four sources.

Mr. GROSS. Printing presses, the taxpayers, or what?

Mr. SAYLOR. It gets its money in accordance with the bill that was just signed today: from the proceeds of the so-called Golden Eagle Passport, entrance and user fees, the sale of surplus property, the motorboat fuels tax, and from the fifth source, which is offshore oil as of today.

Mr. GROSS. If the gentleman will yield further, if the money did not go for such purposes, as those outlined in this bill then it would go to the Treasury, would it not?

Mr. SAYLOR. That is correct.

Mr. GROSS. And we would not have so much debt, deficit, and interest.

Mr. SAYLOR. I would say to my colleague that this is correct; but the House in its wisdom—

Mr. GROSS. In its what?

Mr. SAYLOR. The House in its wisdom—

Mr. GROSS. I see.

Mr. SAYLOR. —decided some weeks ago that this is the course they wanted to follow. The conferees agreed to it, the President signed the bill, and it is now law.

Mr. TAYLOR. Mr. Speaker, I rise in support of this legislation.

(Mr. TAYLOR asked and was given permission to revise and extend his remarks.)

Mr. TAYLOR. Mr. Speaker, the bill now before the House is one which will enable us to vastly expand our outdoor recreation base with a minimum Federal investment. H.R. 4865, as recommended by the committee, establishes a national trails system consisting of three principal components: First, national recreation trails; second, national scenic trails; and, third, connecting or side trails.

Six years ago, the Outdoor Recreation Resources Review Commission reported that "the simple activities are the most popular" outdoor activities. It stated that walking for pleasure was one of the four

most popular recreation activities of Americans. Because of this interest, the Committee on Interior and Insular Affairs has made an intensive effort to establish a program which will enable the Federal, State, and local governments to work together to meet this growing need.

As the subcommittee moved forward with the consideration of this legislation, we kept clearly in mind the importance of keeping the immediate costs of this program at a minimum. We were also guided by the fact that we consider this to be a pilot program, at this time, and we are recommending a formula whereby new trails might, after thorough study, be added to the system. Another consideration of the subcommittee involved the importance of continued participation of the States, local governments, and private organizations in the creation, development, and operation of trails.

The bill before us establishes the Appalachian Trail as the first national scenic trail. The Appalachian Trail was started over 40 years ago on the initiative of many private individuals. It is the pioneer in the field of continuous, natural trails. Although there are some areas where the trail is threatened by adverse development, some 2,000 miles is presently in use. A great effort has been made by the members of the groups affiliated with the Appalachian Trail Conference to develop and maintain the trail from Maine to Georgia and the 12 other States through which it passes. Largely because of the efforts of these 25,000 people, it is estimated that this trail experienced 1 million days of visitors use in 1966. In testimony before the committee, Stanley Murray, chairman of the Appalachian Trail Conference, stated that it was apparent that the Appalachian Trail cannot survive without some more definite means for assuring the preservation of the right-of-way. The only means we can see for achieving permanent protection for the Appalachian Trail, he said, is Federal legislation.

The Appalachian Trail will afford us a meaningful way to evaluate future proposals because it will enable the administrative authority to negotiate cooperative agreements for the use of private lands for trail purposes. Such agreements have been used in the past very successfully and we hope that they will continue to be a means for achieving the objective sought under this legislation. It should also afford us some valuable experience in developing a pattern for cooperation between local, State and Federal agencies. Finally, the authorization and establishment of the Appalachian National Scenic Trail will provide us with some information with respect to development, management, and operation costs which will be useful when we consider proposed additions to the system in the years ahead.

We left in the bill a section providing for an advisory council for the Appalachian Trail because we wished to retain and make use of the extensive citizen interest in this trail. However, the committee struck out a provision providing that the advisory council would receive expenses and per diem for attending meet-

ings. The committee thought that the Appalachian Trail enthusiasts would serve willingly without compensation for expenses.

In addition, the bill authorizes the Secretary of the Interior and the Secretary of Agriculture, where appropriate, to study 13 other trails for possible congressional designation as national scenic trails. I might say that three of these trails were recommended for immediate authorization—the Potomac Heritage, the Continental Divide, and the Pacific Coast—however, it was the opinion of the subcommittee that further study was needed before we should proceed with their authorization. The bill outlines, in considerable detail, the information required to be included in the reports recommending the establishment of future national scenic trails.

The bill provides that the Appalachian National Scenic Trail is to be administered "primarily as a footpath." While retaining this language, the committee report emphasizes that this terminology does not mean that the trail would be administered exclusively for foot travel. We pointed out in the committee report that horseback riding is presently permitted on some segments of the Appalachian Trail and we want to make sure that the legislative history is abundantly clear that we do not plan to discontinue horseback riding where it is now permitted.

There is sufficient flexibility in the bill for future recreation trails. These trails will be located in or near the Nation's urban areas on lands administered by Federal, State, or local governmental agencies.

They will not necessarily be continuous or extended trails, like the scenic trails, but they will be adequate to meet a variety of public uses. We anticipate that the national recreation trails will be developed to accommodate, for example, people who merely want to get outside for a Sunday stroll. Some may be specially designed for horseback riders and some may be constructed to accommodate bicycle riders or even "tote goat" or trail bike enthusiasts. We view these trails as intensive public-use facilities which will help to meet the great need for outdoor recreation opportunities for the Nation's city dwellers.

Some of the recreation trails will be located in national parks and national forests and will be constructed and administered by the National Park Service or the National Forest Service. This legislation encourages the States to establish and administer recreation trails in State parks and the States could use land and water conservation funds for this purpose.

The legislation encourages local units of government to establish and administer recreation trails near urban centers. Such trails could be suitably marked as parts of the Nationwide System of Trails, with the approval of the Secretary of the Interior.

Mr. Speaker, H.R. 4865, as amended, provides the means for establishing an effective system of recreation and scenic trails. Trails under this plan should be a great bargain both dollar-wise and recreation-wise. A little money invested in



this program could go a long way toward providing recreation resources which will be very valuable assets in the years ahead.

Mr. SAYLOR. Mr. Speaker, I yield such time as he may consume to the gentleman from Utah [Mr. BURTON].

Mr. BURTON of Utah. Mr. Speaker, I am in favor, and support, the legislation establishing a national system of trails. This bill has particular significance for Utah.

Included in the system of trails are the Mormon Pioneer Trail and the Mormon Battalion Trail.

I have a personal interest in these two trails. My grandfather, Thomas Walton Burton, migrated to Utah by walking over the Mormon Pioneer Trail in 1855-56. My wife, Janice, is a descendant of a member of the Mormon Battalion. James Shupe, her paternal grandfather, was one of the battalion volunteers who made the long trek and then settled in North Ogden upon its completion. Thomas Walton Burton, with his older brother, William, first established in Kaysville and later moved to Ogden.

The two Utah-connected routes are in good company in the bill. Also to be studied are, for example, the Lewis and Clark Trail, the Oregon Trail, the Santa Fe Trail, gold rush trails in Alaska, and some of the famous old cattle trails of the Southwest.

One trail, the Appalachian, which extends some 2,000 miles from Maine to Georgia, is established by the bill as the initial national scenic trail. It is the only trail actually included in the system; all others mentioned in the legislation are designated for study.

Most people have heard of the Mormon Pioneer Trail, whether they are Mormons or Utahans or whatever. The Mormon Battalion route is not so well known. The way of the pioneers, of course, carried them from Nauvoo, Ill., to Salt Lake City, and traversed the intervening States of Iowa, Nebraska, and Wyoming.

On some of my travels between Washington and Utah, I have taken occasion to follow sections of the Mormon Pioneer route. I recently visited against the fascinating city of Nauvoo, located on the banks of the Mississippi River and currently undergoing restoration. The restoration, in fact, is well-advanced.

Like many other Utahans, I have also crossed the Mormon Pioneer Bridge which spans the Missouri near Omaha, visited the cemetery at Florence, Nebr., where some of those who did not complete the march westward are buried, and stood at the site near Devil's Gate in Wyoming where disaster overtook some of the handcart companies.

But the route is not always easy to follow. In some places today's modern highways pursue the same trail. But in others, a person has to be almost a pioneer himself to find it. The trail should be properly marked and the necessary work done to make it a living memorial that today's history buffs and the public in general can locate and follow.

It was upon my recommendation that the House committee added the Mormon Battalion Trail to the list of routes to be

studied. The battalion story is an extremely interesting one. But it has been somewhat lost sight of, probably because of the great attention given to the other Mormon march. The Battalion Trail begins at Mount Pisgah, Iowa, and follows a 2,000-mile course through Kansas, Colorado, New Mexico, and Arizona to San Diego, and then Los Angeles, Calif. The marchers were members of the Mormon faith who answered a call from the Government to fight in the war with Mexico.

Some 500 men volunteered. They were organized at Fort Leavenworth and assigned to the command of Lt. Col. Philip St. George Cooke, a West Pointer who later served the Union as a general in the Civil War. The march was not particularly important from a military standpoint, although some successful artillery engagements did take place. But from the standpoint of trailblazing and exploration, it was significant.

The battalion located the most feasible route between Santa Fe and the west coast, a route that was later followed by thousands of immigrants and two continental railroads, the Santa Fe and the Southern Pacific. Colonel Cooke, in paying tribute to the battalion at the end of the campaign, said:

History may be searched in vain for an equal march of infantry. Nine-tenths of it has been through wilderness, where nothing but savages and wild beasts are found, or deserts where, for want of water, there are no living creatures . . . Thus marching, half-naked and half-fed, and living upon wild animals, we have discovered and laid a road of great value to our country.

I think the idea of a national system of trails is a good one. And, certainly, the Utah-connected trails are important parts of it.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. SAYLOR. I am happy to yield to the gentleman from Iowa.

Mr. GROSS. I have just been informed that the water resources fund, or whatever you call it, is in the red by a million dollars. Is that possible?

Mr. SAYLOR. Potentially. That is why the Congress decided to pass this bill and get it out of the red.

Mr. KYL. Mr. Speaker, will the gentleman yield?

Mr. SAYLOR. I yield to the gentleman from Iowa.

Mr. KYL. There is no deficit in the land and water conservation fund. The Congress has authorized a number of projects. The Appropriations Committees of the two bodies have determined that they should pay for these projects out of the land and water conservation fund, which has two aspects: One which uses the money for Federal expenditure and the other for matching money with the States, or through the States by the local governments.

The Congress has authorized projects beyond our ability to finance them from the land and water conservation fund. This year the Congress, as the gentleman from Pennsylvania says, expanded the fund so that we hope there is sufficient money to pay for those projects which have been authorized, but which have not been established completely, where

land has not been acquired, and so on. We hope through this land and water conservation fund that we can, out of that fund, take care of the things authorized in the past and we have been authorizing today. There is no secret that the Congress has been a little generous in authorizing these projects, because it is like voting for motherhood, and so on, but when it comes to voting money for the projects we have voted to authorize, it is a little different story, because there is some stigma attached to voting for the funds. But we hope the land and water conservation fund can take care of this.

Mr. BLACKBURN. Mr. Speaker, the Congress of the United States has built a long and distinguished record in meeting the needs of the Nation in a broad range of categories. Not the least of our efforts have been directed toward the recreational needs of the people. We have gone far toward establishing a national park system which can be the envy of the world. Similarly, under the concept of multiple use, our national forests and the reservoirs of the dams, under the Corps of Engineers and the Bureau of Reclamation, all serve as locales for recreational outlet.

Perhaps the greatest recent contribution, administratively, has been the creation of the Bureau of Outdoor Recreation in the Department of Interior, in 1962. Director Ed Crafts and his agency have been charged with the formidable task of studying the recreational needs and capabilities of all Federal, State and local agencies. BOR is further charged with the coordination of the recreation activities of these governmental units, and with the formulation of a nationwide recreation plan.

Prior to the presentation of the nationwide plan the Bureau has been active in developing legislative proposals which, if enacted, would easily fit into the finished national recreational scheme. One such proposal, for which the Bureau of Outdoor Recreation and other cooperating agencies deserve commendation, is that of outlining a nationwide system of trails. Bills to accomplish this were first introduced in the 89th Congress.

In this Congress, my sponsorship of H.R. 16256 places me in company of many of my colleagues who have similarly expressed their support of this concept. Hearings have been held in both Chambers of the Congress and reported to the House and Senate floor. I hope the House will act favorably on this bill, today.

At the time of the hearings in March of last year, the chairman of our Interior Committee said:

One of the principal reasons the bill was brought up this early in the session is that it is a bill that does not offer too much expense in the immediate future. The acquisition expense is very low. Keeping in mind that there is a \$400 million backlog, at the present time, with respect to the appropriation of authorized funds for the purchase of properties for our national park and recreation system. This bill would not add to that amount like some of the other bills that we have before us.

The combination of factors which the distinguished chairman mentioned—a



great deal of support coupled with low acquisition cost—would seem to make the trails bill a high priority item for consideration by the Congress. My colleagues are doubtless aware that this year we have slackened greatly from the conservation pace of recent Congresses. Since budgetary considerations plays a major role in this slowdown, I would suggest that our efforts would be well directed to a piece of legislation for which acquisition costs involved are less of a burden.

The testimony of the Interior Department last year cited an acquisition cost of \$9,985,000 for all non-Federal lands lying on the four proposed national trails—Appalachian, Continental Divide, Pacific Crest, and Potomac Heritage—with a total trail mileage of over 8,200 miles, even though the Appalachian Trail is the only national trail designated as such in the bill before the House.

The departmental statement expressed the hope, "that satisfactory written co-

operative agreements can be negotiated which will materially reduce the need for land acquisition, and thus the estimated cost."

Members would certainly welcome such a development, but we must bear in mind that the delay we are experiencing is probably adding to the ultimate cost because of the almost universally prevalent appreciation in value of choice recreational lands.

Perhaps some statistics gathered from the BOR publication, *Outdoor Recreation Trends* will help in showing the importance of providing an adequate trail system in the United States.

First it should be noted that the statistics were gathered in 1965 and compared with a similar survey taken in 1960 for the Outdoor Recreation Resources Review Commission.

I have selected from the data those items of recreation activity which utilize trails, in whole or in part. The figures are shown in table 1:

TABLE 1.—SUMMERTIME PARTICIPATION IN OUTDOOR RECREATION ACTIVITIES  
[Millions of Occasions]

1965 rank	Activity	1960	1965	1980	2000
1	Walking for pleasure.....	566	1,030	1,539	2,581
5	Bicycling.....	228	467	617	860
11	Nature Walks.....	98	117	173	274
15	Hiking.....	34	50	89	159
	Total.....	926	1,664	2,418	3,874

One of the most interesting aspects of the information presented is the top ranking of walking for pleasure. In 1960, the most popular activity was driving for pleasure. The 1960 findings were subsequently used to justify an extensive program of parkway and scenic road development. A similar favorable response to the current findings would seem not only fair, but far less costly.

Medically it is interesting to note that walking and jogging are now viewed as highly beneficial to individuals, especially for adults. Contrariwise, the automobile annually exacts a rising toll of human lives.

The 1965 participation figures in the table represent an increase of 80 percent over 1960 levels. Even more impressive is the projected increase in participation in these four activities by the year 2000—an increase of 133 percent from the 1965 level.

Another question deserving consideration is that of the proximity of the trails to the users. In "Trails for America" it was stated this way:

A recurring theme in the 1962 report and studies of the Outdoor Recreation Resources Review Commission is the need to provide outdoor recreation opportunities near the homes of people who live in heavily populated areas. The need is urgent and growing. An estimated three-quarters of the Nation's population will live in a packed urban environment by the turn of the century. Most will be wage earners, significantly affected by automation. Almost all will have increasing amounts of leisure time.

Trails located in or near metropolitan areas and adapted to the use of walkers, hikers, horseback riders, and cyclists are among the best means of accommodating urban recreationists.

The various bills to which I made reference, including H.R. 16257, make provision for the need for close-by recreational facilities in the section on State and metropolitan trails. The terms of the bill direct the Secretaries of Housing and Urban Development, Agriculture, and Interior, through authority vested in them, to encourage State and local officials with whom they deal to establish such trails.

The bill to provide a nationwide system of trails is an excellent means by which to meet a portion of the growing recreational requirements of the United States, at this time.

The Georgia campaign was probably one of the most significant factors in determining the course of the Civil War. Georgia was the industrial and economic heart of the South. Through the destruction or capture of Atlanta's warming factories and food-producing plantations, the backbone of the South was broken. Furthermore, President Lincoln was facing a difficult bid for reelection and many people in the North favored a negotiated peace with the South. Thus, a victory was needed to insure Lincoln's reelection.

Gen. Ulysses Grant entrusted the task of taking Georgia into the hands of one of his most able young generals, William T. Sherman. On May 9 through May 13, 1864, the battle of Dalton, Ga., was fought. This was the first battle of the Georgia campaign. During the summer of 1864, battles were fought at such sites as Resaco, Adarsville, Big Shanty, Kennesaw Mountain, and Atlanta. This bloody and ruinous campaign would end with Sherman giving Lincoln his Christ-

mas present of that city—the city of Savannah.

The city of Atlanta has undertaken a project to preserve some of the battle sites of the Atlanta campaign. I now, propose the whole Georgia campaign be memorialized in a national trail that would extend from Dalton, Ga., to Savannah, Ga. To help me formulate plans for this trail, I have appointed a committee of distinguished Georgia historians who are as follows: Mr. Franklin Garrett, director of the Georgia Historical Society; Col. Alan P. Julian, U.S. Army Retired, ex-director of the Georgia Historical Society and Mr. Beverly Dubose, member of the Georgia Historical Commission.

Soon I plan to present a detailed plan for the implementation of this idea.

For the best possible summary statement, I find that I do best to turn to the distinguished Interior Committee chairman once again who said:

This is an attractive piece of legislation. One of the nice things about it is that, apparently, the various departments of Government are more or less in the same position of supporting the legislation. I hope that we can move it fairly rapidly and make it one of the contributions of this 90th Congress.

I share this hope.

In summary, I am happy to cast my ballot today in support of H.R. 4865. Prior to my political career I enjoyed many happy hours hiking in the mountains of northern Georgia; particularly along sections of the Appalachian Trail. At times these hikes involved overnight stays. I have encouraged my children, through participation in Boy Scout activities and through cooperation with others to adopt hiking as a pleasurable form of wholesome recreation.

My oldest son, Michael Blackburn, age 15, spent several days along the Appalachian Trail in northern Tennessee in company with my good friend, A. Mims Wilkinson, and his son, Terry, also 15. Thus, it should be apparent to all that my interest in improving the recreational facilities for hiking in the rugged but natural and unspoiled areas of our country is an interest of many years standing, and one of deep personal involvement. I urge my colleagues to give their support to this measure. We have an opportunity to preserve a heritage for our children and those who will come after. Such a heritage can be preserved, but once destroyed, it can not be restored.

Mr. LLOYD. Mr. Speaker, in July of 1967 I went to the town of Atlantic City, Wyo., so named because it is virtually at the foot of the Atlantic Ocean side of the Continental Divide. From Atlantic City, a local resident took me out about 6 miles across public lands and down into a creek bed of Rock Creek, a tributary of the Sweetwater River. At this point there is a modest marker in danger of falling into disrepair. It marks the spot where a Mormon handcart company of 1846 camped in October and fell prey to a heavy snowstorm after their provisions had dwindled to dangerous minimums. About 16 members of that hand-



cart company died in that period and the remainder were rescued by special rescue parties sent by President Brigham Young from Salt Lake City. My grandmother, Susannah Stone, a single girl, was among the survivors.

It was along this trail that the Donner party of 1846 and the first wagon party of Mormon pioneers of 1847 traveled. I am also told it is on a pony express trail. At any rate it was a well-traveled pioneer road of the middle 19th century. The wagon marks are still clearly visible although there has been no travel for many years. In the sagebrush of the area can be found graves of some of those pioneers scattered along the trail.

The spot is little known and scarcely noticed in this country where antelope play in profusion. The trail is still recoverable, and so it is with great satisfaction that I join my fellow Utahans today in hailing this legislation which will authorize a study of several trails, including the Mormon trail and a Mormon battalion trail to determine the feasibility of creating national trails of these historic routes. It is with great personal pleasure that I endorse this legislation.

Mr. PRICE of Illinois. Mr. Speaker, I rise in support of the National Trails Act of 1968 which my distinguished colleagues, the gentleman from North Carolina [Mr. TAYLOR], and the gentleman from Colorado [Mr. ASPINALL] of the Interior Committee have brought to the House for consideration today. It was my privilege to introduce similar measures during the 89th and 90th Congresses.

I am pleased that the committee authorized a study of the proposed Lewis and Clark Trail which would commemorate the famed expedition to the West of Meriwether Lewis and William Clark in the early 19th century. I was especially gratified to note that the Interior Committee chose to amend the original bill to provide that this trail would extend from Wood River, Ill., which is in my district, to the west coast rather than from St. Louis, Mo. It was my pleasure to inform the committee during their hearings last year that historically the Lewis and Clark Expedition originated in Wood River. The explorers and their band of men camped near Wood River in the winter of 1803 before embarking on their arduous trip to the West. It was my pleasure to participate recently in the dedication of a park commemorating this famous jumping off point.

But, Mr. Speaker, I am saddened by the fact that the committee did not include a study of the Mississippi River Trail as I proposed in my original bill. This trail envisioned as stretching the length of the Mississippi from Minnesota in the North to New Orleans, La., in the South—nearly 2,400 miles in length from headwaters to confluence with the Gulf of Mexico.

This trail in Illinois could parallel the Great River Road for which I have been seeking funds. Paralleling the River Road, the Mississippi River Trail would be a suitable complement and conceivably could bisect the Lewis and Clark Trail near Wood River, Ill. As I pointed out in my testimony before the distinguished Taylor subcommittee:

These arteries could give rise to substantial tourism development in southern Illinois, an area sorely needing economic diversification.

However, I can certainly understand the legislative and budgetary realities which placed constraints on the committee and would never let this outweigh my overall support for this excellent bill. Perhaps at some future date, hopefully not too long from now, when budgetary pressures are less serious, the distinguished subcommittee chaired by the gentleman from North Carolina [Mr. TAYLOR] could favorably consider a study of the Mississippi River Trail.

Again I congratulate my colleagues on the Interior Committee for reporting such an excellent bill and commend it to my friends in the House of overwhelming passage.

Mr. PHILBIN. Mr. Speaker, I am very happy to see this fine bill come to the House.

I originally filed a related bill for the Appalachian National Scenic Trail and as stated in the report that trail "represents almost everything which the pending bill can be expected to provide with respect to the establishment of national scenic trails."

This bill is a great conservation and recreational measure that saves and opens up for public enjoyment and use some of the finest, loveliest natural areas and beauties in the world.

I am very proud to have played a part in this very useful, inspiring project, which holds so much promise for the people of this country, as long as this Nation shall endure, to experience the wholesome rewards of outdoor life in the deep recesses of our forests, the peaceful dales and valleys and lofty mountain fastness.

It would be impossible to measure the benefits this bill will bring to so many people and the real happiness and healthful satisfactions it will give them.

I want to commend and thank my very able distinguished friend, Chairman ASPINALL, and his fine committee for reporting out and presenting this bill to the House in such an able, impressive manner.

And I am also very grateful to them for the very thoughtful, effective attention and consideration that they gave to some of the provisions of my bill on Appalachian Trails, which now is realized in so many important respects.

Let me repeat: I am very happy to see this great bill before the House, and I urge that in the name of unnumbered people of this and many succeeding generations, it will be overwhelmingly approved.

Finally, let me sincerely thank all those in the House who are so wholeheartedly supporting this epochal bill.

The SPEAKER. The question is on the motion of the gentleman from North Carolina that the House suspend the rules and pass the bill H.R. 4865, as amended.

The question was taken.

Mr. FULTON of Pennsylvania. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 378, nays 18, not voting 36, as follows:

[Roll No. 258]

YEAS—378

Abbitt	Diggs	Johnson, Pa.
Abernethy	Dole	Jonas
Adair	Donohue	Jones, Ala.
Adams	Dorn	Jones, N.C.
Addabbo	Dow	Karth
Albert	Dowdy	Kastenmeier
Anderson, Ill.	Downing	Kazen
Andrews, Ala.	Dulski	Kee
Andrews,	Duncan	Keith
N. Dak.	Dwyer	Kelly
Annunzio	Eckhardt	Kirwan
Arends	Edmondson	Kleppe
Ashbrook	Edwards, Calif.	Kluczynski
Ashley	Edwards, La.	Kupferman
Ashmore	Eilberg	Kuykendall
Aspinall	Erlenborn	Kyl
Ayres	Esch	Kyros
Baring	Eshleman	Laird
Barrett	Evans, Colo.	Langen
Bates	Everett	Latta
Battin	Farbstein	Leggett
Belcher	Fascell	Lennon
Bell	Feighan	Lipscomb
Bennett	Findley	Lloyd
Berry	Fisher	Long, Md.
Betts	Flood	Lukens
Bevill	Flynt	McCarthy
Blester	Foley	McClary
Bingham	Ford, Gerald R.	McCloskey
Blackburn	Ford,	McClure
Blatnik	William D.	McCulloch
Boggs	Fountain	McDade
Boland	Fraser	McDonald,
Bolling	Frelinghuysen	Mich.
Bolton	Friedel	McEwen
Brademas	Fulton, Pa.	McFall
Brasco	Fulton, Tenn.	McMillan
Bray	Fuqua	Macdonald
Brinkley	Galifianakis	Mass.
Brock	Garmatz	MacGregor
Brooks	Gathings	Machen
Broomfield	Gettys	Mahon
Brotzman	Gibbons	Mailliard
Brown, Calif.	Gilbert	Marsh
Brown, Mich.	Gonzalez	Martin
Brown, Ohio	Goodling	Mathias, Calif.
Broyhill, N.C.	Gray	Mathias, Md.
Broyhill, Va.	Green, Oreg.	Matsunaga
Buchanan	Green, Pa.	May
Burke, Mass.	Griffin	Meeds
Burleson	Griffiths	Meskill
Burton, Calif.	Grover	Miller, Calif.
Burton, Utah	Gubser	Mills
Bush	Gude	Minish
Button	Gurney	Mink
Byrne, Pa.	Hagan	Mize
Byrnes, Wis.	Haley	Monagan
Cahill	Halleck	Montgomery
Carey	Halpern	Moore
Carter	Hamilton	Moorhead
Casey	Hammer-	Morgan
Cederberg	schmidt	Morris, N. Mex.
Celler	Hanley	Morse, Mass.
Chamberlain	Hanna	Morton
Clancy	Hansen, Wash.	Mosher
Clark	Harrison	Moss
Clausen,	Harsha	Murphy, Ill.
Don H.	Harvey	Myers
Clawson, Del	Hathaway	Natcher
Cleveland	Hawkins	Nedzi
Cohelan	Hays	Nelsen
Collier	Hébert	Nichols
Colmer	Hechler, W. Va.	Nix
Conable	Heckler, Mass.	O'Hara, Mich.
Conte	Helstoski	O'Konski
Corbett	Henderson	Olsen
Corman	Hicks	O'Neal, Ga.
Cowger	Horton	O'Neill, Mass.
Cramer	Hosmer	Ottlinger
Cunningham	Howard	Passman
Curtis	Hull	Patten
Daddario	Hungate	Pelly
Daniels	Hunt	Pepper
Davis, Ga.	Hutchinson	Perkins
Dawson	Ichord	Pettis
Delaney	Irwin	Philbin
Dellenback	Jacobs	Pickle
Denney	Jarman	Pike
Dent	Joelson	Pirnie
Derwinski	Johnson, Calif.	Poage
Dickinson		Podell



Poff	Sandman	Thompson, Ga.
Pollock	Satterfield	Thompson, N.J.
Price, Ill.	Saylor	Thomson, Wis.
Price, Tex.	Schadeberg	Tiernan
Pryor	Scheuer	Tuck
Pucinski	Schneebeli	Tunney
Purcell	Schweiker	Udall
Quile	Schwengel	Ullman
Quillen	Scott	Van Deerlin
Railsback	Selden	Vanik
Randall	Shipley	Vigorito
Rees	Shriver	Waldie
Reid, N.Y.	Sikes	Walker
Reifel	Sisk	Wampler
Reinecke	Skubitz	Watson
Reuss	Slack	Watts
Rhodes, Ariz.	Smith, Calif.	Whalen
Riegle	Smith, Iowa	Whalley
Rivers	Smith, N.Y.	White
Roberts	Smith, Okla.	Whitener
Robison	Snyder	Widnall
Rodino	Springer	Wiggins
Rogers, Colo.	Stafford	Williams, Pa.
Rogers, Fla.	Staggers	Wilson, Bob
Ronan	Stanton	Wilson,
Rooney, N.Y.	Steed	Charles H.
Rooney, Pa.	Steiger, Ariz.	Wolff
Rosenthal	Steiger, Wis.	Wyatt
Rostenkowski	Stratton	Wydele
Roth	Stubblefield	Wylie
Roudebush	Stuckey	Wyman
Roush	Sullivan	Yates
Roybal	Taft	Young
Rumsfeld	Talcott	Zablocki
Ruppe	Taylor	Zion
Ryan	Teague, Calif.	Zwach
St Germain	Teague, Tex.	
St. Onge	Tenzer	

## NAYS—18

Bow	Gross	Minshall
Burke, Fla.	Hall	Reid, Ill.
Davis, Wis.	King, N.Y.	Scherle
Devine	Mayne	Vander Jagt
Edwards, Ala.	Michel	Watkins
Goodell	Miller, Ohio	Winn

## NOT VOTING—36

Anderson, Tenn.	Glaimo	O'Hara, Ill.
Blanton	Hansen, Idaho	Patman
Cabell	Herlong	Rarick
Conyer	Holifield	Resnick
Culver	Holland	Rhodes, Pa.
de la Garza	Jones, Mo.	Stephens
Dingell	Karsten	Utt
Evins, Tenn.	King, Calif.	Waggonner
Fallon	Kornegay	Whitten
Fino	Landrum	Willis
Gallagher	Long, La.	Wright
Gardner	Madden	
	Murphy, N.Y.	

So (two-thirds having voted in favor thereof) the rules were suspended and the bill, as amended, was passed.

The Clerk announced the following pairs:

Mr. Evins of Tennessee with Mr. Utt.  
 Mr. Waggonner with Mr. Fino.  
 Mr. Holifield with Mr. Gardner.  
 Mr. Glaimo with Mr. Hansen of Idaho.  
 Mr. Fallon with Mr. Dingell.  
 Mr. Madden with Mr. Gallagher.  
 Mr. Culver with Mr. Murphy of New York.  
 Mr. Patman with Mr. O'Hara of Illinois.  
 Mr. Blanton with Mr. Karsten.  
 Mr. Holland with Mr. Conyers.  
 Mr. Long of Louisiana with Mr. Kornegay.  
 Mr. Whitten with Mr. King of California.  
 Mr. Cabell with Mr. Resnick.  
 Mr. Landrum with Mr. Stephens.  
 Mr. Anderson of Tennessee with Mr. Rhodes of Pennsylvania.  
 Mr. Wright with Mr. Rarick.  
 Mr. Willis with Mr. de la Garza.

Mr. PETTIS changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

The title was amended so as to read: "A bill to establish a national trails system, and for other purposes."

A motion to reconsider was laid on the table.

Mr. TAYLOR. Mr. Speaker, I ask unanimous consent for the immediate

consideration of a similar Senate bill (S. 827) to establish a nationwide system of trails, and for other purposes.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The Clerk read the Senate bill, as follows:

## S. 827

An act to establish a nationwide system of trails, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States in America assembled,*

## STATEMENT OF POLICY

SECTION 1. (a) The Congress finds that in order to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote public access to, travel within, and enjoyment of, the National and State parks, forests, recreation areas, historic sites, and other areas, existing trails should be improved and maintained and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation.

## NATIONWIDE SYSTEM OF TRAILS

(b) To carry out the policy set forth in subsection (a) of this section, there is hereby established a nationwide system of trails composed of (1) trails designated as "national scenic trails" in this Act or subsequent Acts of Congress; (2) park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; (3) park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior; and (4) recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior. The Secretary of the Interior and the Secretary of Agriculture, in consultation with the appropriate Federal agencies, States, local governments, private organizations, and advisory councils, shall select a uniform marker for the nationwide system of trails, and shall provide for the placement upon the uniform marker of a distinctive symbol for each national scenic trail.

## DEFINITION OF NATIONAL SCENIC TRAILS

SEC. 2. (a) A national scenic trail eligible to be included in the system is an extended trail which has natural historic and scenic qualities that give the trail recreation use potential of national significance. Such trails could be several hundred miles long, have overnight shelters at appropriate intervals, and be interconnected with other major trails to permit the enjoyment of extended hiking or riding experiences. A standard of excellence in the routing, construction, maintenance, and marking consistent with each trail's character and purpose should distinguish all national scenic trails. Each should stand out in its own right as a recreation resource of superlative quality and physical challenge, and might extend through or into several States.

(b) The following trails are hereby designated as "national scenic trails":

(1) The Appalachian Trail, a trail of some two thousand miles, extending along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, following the route as generally depicted on the map numbered NST-AT-101 which shall be on file and available for public inspection in the office of the Director, National Park Service.

(2) Continental Divide Trail, northern

sector, an approximately nine hundred mile segment of the Continental Divide Trail, extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to the intersection of the Divide with the western boundary of Yellowstone National Park, following the route as generally depicted on the map numbered NST-CDT-102 which shall be on file and available for public inspection in the Office of the Chief, Forest Service.

(3) Pacific Crest Trail, a two thousand three hundred and fifty mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map numbered NST-PC-103, which shall be on file and available for public inspection in the office of the Chief, Forest Service.

(4) Potomac Heritage Trail, an eight hundred and twenty-five mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one hundred and seventy mile Chesapeake and Ohio Canal towpath, following the route as generally depicted on the map numbered NST-PH-102, which shall be on file and available for public inspection in the office of the Director, National Park Service.

## FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL NATIONAL SCENIC TRAILS

(c) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make studies of the feasibility and desirability (including costs and benefits) of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which the trails would pass and in cooperation with interested interstate, State, local governmental and private agencies and organizations concerned. The two Secretaries shall submit the studies to the President, together with their recommendations resulting therefrom for the inclusion of any or all such trails in the system, and the President shall submit to the Congress such recommendations, including legislation, as he deems appropriate. The studies shall include, among others, all or appropriate portions of—

(1) Continental Divide Trail, southern sector, an approximately two thousand two hundred mile segment of the Continental Divide Trail, extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the western boundary of Yellowstone National Park.

(2) Chisholm Trail, from San Antonio, Texas, approximately seven hundred miles north through Oklahoma to Abilene, Kansas.

(3) Lewis and Clark Trail, from St. Louis, Missouri, approximately four thousand six hundred miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(4) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(5) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(6) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(7) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(8) Long Trail, extending two hundred and fifty-five miles from the Massachusetts bor-



der northward through Vermont to the Canadian border.

(9) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending two thousand miles from Mt. Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of Interior shall select the rights-of-way for trails designated as national scenic trails by subsection (b) of this section, paragraphs (1) and (4), and the Secretary of Agriculture shall select the rights-of-way for the trails designated by paragraphs (2) and (3). Such rights-of-way shall be (1) of sufficient width and so located to protect natural conditions, scenic and historic features, and primitive character of the trail area, to provide campsites, shelters, and related public-use facilities, and to provide reasonable public access: *Provided, however*, That acquisitions in fee or lesser interests (including scenic easements) which are acquired other than by agreement with the landowner shall not exceed a total of fifty acres per mile but acquisition in fee shall not exceed twenty-five acres per mile; and (2) located to avoid, insofar as practicable, established highways, motor roads, mining areas, power transmission lines, existing commercial and industrial developments, range fences and improvements, private operations, and any other activities that would be incompatible with the protection of the trail in its natural condition and its use for outdoor recreation. Where practicable, the right-of-way for the Appalachian Trail shall include lands protected for it under agreements in effect on January 1, 1966, to which Federal agencies and States were parties. The location and width of a national scenic trail right-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting a right-of-way, the appropriate Secretary shall obtain the advice and assistance of the States, local governments, private organizations, landowners, the land users concerned, and the advisory council established under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If in his judgment changes in the right-of-way become desirable, he shall make the changes in the same manner.

#### MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

(e) The Secretary of the Interior and the Secretary of Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned, and the advisory councils, shall erect and maintain the uniform marker for the nationwide system of trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered under cooperative agreements, the Secretary of the Interior and the Secretary of Agriculture shall require the cooperating agencies to erect and maintain such marker.

#### ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

(f) The Secretary charged with the selection of the right-of-way for a national scenic trail shall establish an advisory council for each such trail. The appropriate Secretary shall consult with any such council from time to time with respect to matters relating to the trail, including the selection of the right-of-way, the selection, erection, and maintenance of the markers along the trail route, and the administration of the trail. The members of an advisory council shall be appointed for a term not to exceed five years by the appropriate Secretary as follows:

(1) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency.

(2) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States.

(3) One or more members appointed to represent landowners and private organizations that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of landowners and the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) subject to limitations set forth in subsection (d) hereof, acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

(h) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the States through which the trail passes and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(i) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the States or local governments involved shall be encouraged (1) to enter into written cooperative agreements with landowners, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) to acquire, develop,

and administer such lands or interests therein: *Provided*, That if the State or local governments fail to enter into such agreements or to acquire such lands or interests therein within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals; and (2) acquire private lands or interests therein by donation, purchase with donated or appropriated funds, or exchange, and may develop and administer such lands or interests therein: *Provided further*, That exchanges shall be governed by the provisions of subsection (h) of this section: *And provided further*, That the appropriate Secretary shall utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this subsection only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire the fee title only where, in his judgment, lesser interests in land (including scenic easements) or written agreements are not adequate, but such acquisitions may be made only to the extent authorized in subsection (d) of this section: *And provided further*, That neither Secretary may acquire lands, water, or interests therein by condemnation without the owner's consent when 60 per centum or more of the acreage within the entire national scenic trail area is owned by Federal, State, or local governmental agencies, but this limitation shall not apply to the acquisition of scenic easements. Money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the purposes of this section.

(j) The Secretary of the Interior shall develop and administer the Appalachian and Potomac Heritage Trails and the Secretary of Agriculture shall develop and administer the Continental Divide and Pacific Crest Trails, except that any portion of any such trail that is within areas administered by another Federal agency shall be administered in such manner as may be agreed upon by the appropriate Secretary and the head of that agency, or as directed by the President. The Federal agencies shall coordinate their efforts to provide uniform administration and protection of the national scenic trails, and shall give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting the purposes of this section.

National scenic trails shall be administered, protected, developed, and maintained to retain their natural, scenic, and historic features; and provision may be made for campsites, shelters, and related public-use facilities; and other uses, including reasonable crossings, that will not substantially interfere with the nature and purposes of the trails may be permitted or authorized, as appropriate: *Provided*, That the use of motorized vehicles by the general public along any national scenic trail shall be prohibited, and the Appalachian Trail and the Potomac Heritage Trail in Virginia between Great Falls Park and Spout Run shall be developed and maintained primarily as a footpath to retain its natural environment: *Provided further*, That the Federal laws and regulations applicable to Federal lands or areas included in any national scenic trail shall continue to apply to the extent agreed upon by the appropriate Secretary and the head of the agency having jurisdiction over the Federal lands involved, or as directed by the President.

The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national scenic trail passes, and after consultation with the States, local governments,



Poff	Sandman	Thompson, Ga.
Pollock	Satterfield	Thompson, N.J.
Price, Ill.	Saylor	Thomson, Wis.
Price, Tex.	Schadeberg	Tiernan
Pryor	Scheuer	Tuck
Pucinski	Schneebell	Tunney
Purcell	Schweiker	Udall
Quile	Schwengel	Ullman
Quillen	Scott	Van Deerlin
Rallsback	Selden	Vanik
Randall	Shipley	Vigorito
Rees	Shriver	Waldie
Reid, N.Y.	Sikes	Walker
Reifel	Sisk	Wampler
Reinecke	Skubltz	Watson
Reuss	Slack	Watts
Rhodes, Ariz.	Smith, Calif.	Whalen
Riegle	Smith, Iowa	Whalley
Rivers	Smith, N.Y.	White
Roberts	Smith, Okla.	Whitener
Robison	Snyder	Widnall
Rodino	Springer	Wiggins
Rogers, Colo.	Stafford	Williams, Pa.
Rogers, Fla.	Staggers	Wilson, Bob
Ronan	Stanton	Wilson,
Rooney, N.Y.	Steed	Charles H.
Rooney, Pa.	Steiger, Ariz.	Wolf
Rosenthal	Steiger, Wis.	Wyatt
Rostenkowski	Stratton	Wydler
Roth	Stubblefield	Wylie
Roudebush	Stuckey	Wyman
Roush	Sullivan	Yates
Roybal	Taft	Young
Rumsfeld	Talcott	Zablocki
Ruppe	Taylor	Zion
Ryan	Teague, Calif.	Zwach
St Germain	Teague, Tex.	
St. Onge	Tenzer	

## NAYS—18

Bow	Gross	Minshall
Burke, Fla.	Hall	Reid, Ill.
Davis, Wis.	King, N.Y.	Scherle
Devine	Mayne	Vander Jagt
Edwards, Ala.	Michel	Watkins
Goodell	Miller, Ohio	Winn

## NOT VOTING—36

Anderson,	Gialmo	O'Hara, Ill.
Tenn.	Hansen, Idaho	Patman
Blanton	Herlong	Rarick
Cabell	Hollfield	Resnick
Conyer	Holland	Rhodes, Pa.
Culver	Jones, Mo.	Stephens
de la Garza	Karsten	Utt
Dingell	King, Calif.	Waggonner
Evins, Tenn.	Kornegay	Whitten
Fallon	Landrum	Willis
Fino	Long, La.	Wright
Gallagher	Madden	
Gardner	Murphy, N.Y.	

So (two-thirds having voted in favor thereof) the rules were suspended and the bill, as amended, was passed.

The Clerk announced the following pairs:

Mr. Evins of Tennessee with Mr. Utt.  
 Mr. Waggonner with Mr. Fino.  
 Mr. Hollfield with Mr. Gardner.  
 Mr. Gialmo with Mr. Hansen of Idaho.  
 Mr. Fallon with Mr. Dingell.  
 Mr. Madden with Mr. Gallagher.  
 Mr. Culver with Mr. Murphy of New York.  
 Mr. Patman with Mr. O'Hara of Illinois.  
 Mr. Blanton with Mr. Karsten.  
 Mr. Holland with Mr. Conyers.  
 Mr. Long of Louisiana with Mr. Kornegay.  
 Mr. Whitten with Mr. King of California.  
 Mr. Cabell with Mr. Resnick.  
 Mr. Landrum with Mr. Stephens.  
 Mr. Anderson of Tennessee with Mr. Rhodes of Pennsylvania.  
 Mr. Wright with Mr. Rarick.  
 Mr. Willis with Mr. de la Garza.

Mr. PETTIS changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

The title was amended so as to read: "A bill to establish a national trails system, and for other purposes."

A motion to reconsider was laid on the table.

Mr. TAYLOR. Mr. Speaker, I ask unanimous consent for the immediate

consideration of a similar Senate bill (S. 827) to establish a nationwide system of trails, and for other purposes.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The Clerk read the Senate bill, as follows:

## S. 827

An act to establish a nationwide system of trails, and for other purposes

*Be it enacted by the Senate and House of Representatives of the United States in America assembled,*

## STATEMENT OF POLICY

SECTION 1. (a) The Congress finds that in order to provide for the ever-increasing outdoor recreation needs of an expanding population and to promote public access to, travel within, and enjoyment of, the National and State parks, forests, recreation areas, historic sites, and other areas, existing trails should be improved and maintained and additional trails should be established both in the remaining highly scenic and unspoiled areas and in the metropolitan areas of the Nation.

## NATIONWIDE SYSTEM OF TRAILS

(b) To carry out the policy set forth in subsection (a) of this section, there is hereby established a nationwide system of trails composed of (1) trails designated as "national scenic trails" in this Act or subsequent Acts of Congress; (2) park, forest, and other recreation trails on lands within areas administered by the Secretary of the Interior or the Secretary of Agriculture when designated by the appropriate Secretary; (3) park, forest, and other recreation trails on lands administered by the States when designated by the States and approved by the Secretary of the Interior; and (4) recreation trails on lands in and near metropolitan areas when designated by the administering agency and approved by the Secretary of the Interior. The Secretary of the Interior and the Secretary of Agriculture, in consultation with the appropriate Federal agencies, States, local governments, private organizations, and advisory councils, shall select a uniform marker for the nationwide system of trails, and shall provide for the placement upon the uniform marker of a distinctive symbol for each national scenic trail.

## DEFINITION OF NATIONAL SCENIC TRAILS

SEC. 2. (a) A national scenic trail eligible to be included in the system is an extended trail which has natural historic and scenic qualities that give the trail recreation use potential of national significance. Such trails could be several hundred miles long, have overnight shelters at appropriate intervals, and be interconnected with other major trails to permit the enjoyment of extended hiking or riding experiences. A standard of excellence in the routing, construction, maintenance, and marking consistent with each trail's character and purpose should distinguish all national scenic trails. Each should stand out in its own right as a recreation resource of superlative quality and physical challenge, and might extend through or into several States.

(b) The following trails are hereby designated as "national scenic trails":

(1) The Appalachian Trail, a trail of some two thousand miles, extending along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, following the route as generally depicted on the map numbered NST-AT-101 which shall be on file and available for public inspection in the office of the Director, National Park Service.

(2) Continental Divide Trail, northern

sector, an approximately nine hundred mile segment of the Continental Divide Trail, extending from the Canadian border in Glacier National Park southward generally along the Continental Divide to the intersection of the Divide with the western boundary of Yellowstone National Park, following the route as generally depicted on the map numbered NST-CDT-102 which shall be on file and available for public inspection in the Office of the Chief, Forest Service.

(3) Pacific Crest Trail, a two thousand three hundred and fifty mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route is generally depicted on the map numbered NST-PC-103, which shall be on file and available for public inspection in the office of the Chief, Forest Service.

(4) Potomac Heritage Trail, an eight hundred and twenty-five mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one hundred and seventy mile Chesapeake and Ohio Canal towpath, following the route as generally depicted on the map numbered NST-PH-102, which shall be on file and available for public inspection in the office of the Director, National Park Service.

## FEDERAL, STATE, AND LOCAL PLANNING FOR ADDITIONAL NATIONAL SCENIC TRAILS

(c) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make studies of the feasibility and desirability (including costs and benefits) of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which the trails would pass and in cooperation with interested interstate, State, local governmental and private agencies and organizations concerned. The two Secretaries shall submit the studies to the President, together with their recommendations resulting therefrom for the inclusion of any or all such trails in the system, and the President shall submit to the Congress such recommendations, including legislation, as he deems appropriate. The studies shall include, among others, all or appropriate portions of—

(1) Continental Divide Trail, southern sector, an approximately two thousand two hundred mile segment of the Continental Divide Trail, extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the intersection of the divide with the western boundary of Yellowstone National Park.

(2) Chisholm Trail, from San Antonio, Texas, approximately seven hundred miles north through Oklahoma to Abilene, Kansas.

(3) Lewis and Clark Trail, from St. Louis, Missouri, approximately four thousand six hundred miles to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(4) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(5) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(6) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(7) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(8) Long Trail, extending two hundred and fifty-five miles from the Massachusetts bor-



der northward through Vermont to the Canadian border.

(9) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(10) Gold Rush Trails in Alaska.

(11) Mormon Battalion Trail, extending two thousand miles from Mt. Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

#### SELECTION OF ROUTES FOR NATIONAL SCENIC TRAILS

(d) The Secretary of Interior shall select the rights-of-way for trails designated as national scenic trails by subsection (b) of this section, paragraphs (1) and (4), and the Secretary of Agriculture shall select the rights-of-way for the trails designated by paragraphs (2) and (3). Such rights-of-way shall be (1) of sufficient width and so located to protect natural conditions, scenic and historic features, and primitive character of the trail area, to provide campsites, shelters, and related public-use facilities, and to provide reasonable public access: *Provided, however, That* acquisitions in fee or lesser interests (including scenic easements) which are acquired other than by agreement with the landowner shall not exceed a total of fifty acres per mile but acquisition in fee shall not exceed twenty-five acres per mile; and (2) located to avoid, insofar as practicable, established highways, motor roads, mining areas, power transmission lines, existing commercial and industrial developments, range fences and improvements, private operations, and any other activities that would be incompatible with the protection of the trail in its natural condition and its use for outdoor recreation. Where practicable, the right-of-way for the Appalachian Trail shall include lands protected for it under agreements in effect on January 1, 1966, to which Federal agencies and States were parties. The location and width of a national scenic trail right-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting a right-of-way, the appropriate Secretary shall obtain the advice and assistance of the States, local governments, private organizations, landowners, the land users concerned, and the advisory council established under subsection (f) of this section. The appropriate Secretary may revise the location and width of a right-of-way from time to time as required by circumstances, with the consent of the head of any other Federal agency involved, and with the advice and assistance of the aforesaid States, local governments, private organizations, landowners, land users, and the advisory council.

The appropriate Secretary shall publish notice of the selection of a right-of-way in the Federal Register, together with appropriate maps and descriptions. If in his judgment changes in the right-of-way become desirable, he shall make the changes in the same manner.

#### MARKERS TO IDENTIFY NATIONAL SCENIC TRAILS

(e) The Secretary of the Interior and the Secretary of Agriculture, in consultation with the Federal agencies, States, local governments, private organizations concerned, and the advisory councils, shall erect and maintain the uniform marker for the nationwide system of trails at appropriate points along each national scenic trail route, and shall select a symbol for each such trail for placement upon the uniform marker. Where the trail route passes through Federal lands, such marker shall be erected and maintained by the Federal agency administering the lands. Where the trail route passes through non-Federal lands and is administered under cooperative agreements, the Secretary of the Interior and the Secretary of Agriculture shall require the cooperating agencies to erect and maintain such marker.

#### ADVISORY COUNCILS FOR NATIONAL SCENIC TRAILS

(f) The Secretary charged with the selection of the right-of-way for a national scenic trail shall establish an advisory council for each such trail. The appropriate Secretary shall consult with any such council from time to time with respect to matters relating to the trail, including the selection of the right-of-way, the selection, erection, and maintenance of the markers along the trail route, and the administration of the trail. The members of an advisory council shall be appointed for a term not to exceed five years by the appropriate Secretary as follows:

(1) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency.

(2) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States.

(3) One or more members appointed to represent landowners and private organizations that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of landowners and the heads of such organizations. In the case of the Appalachian Trail, the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes.

The appropriate Secretary shall designate one member to be chairman. Any vacancy in a council shall be filled in the same manner as the original appointment.

Members of an advisory council shall serve without compensation, but the appropriate Secretary may pay the expenses reasonably incurred by the council in the performance of its functions upon presentation of vouchers signed by the chairman.

#### ACQUISITION, DEVELOPMENT, AND ADMINISTRATION OF LANDS FOR NATIONAL SCENIC TRAILS

(g) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national scenic trail as provided in subsection (d) of this section, the heads of Federal agencies may (1) enter into written cooperative agreements with landowners, States, local governments, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) subject to limitations set forth in subsection (d) hereof, acquire lands or interests in lands by donation, purchase with donated or appropriated funds, or exchange.

(h) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the States through which the trail passes and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(i) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the States or local governments involved shall be encouraged (1) to enter into written cooperative agreements with landowners, private organizations, and individuals in order to develop, operate, and maintain the trail; and (2) to acquire, develop,

and administer such lands or interests therein: *Provided, That* if the State or local governments fail to enter into such agreements or to acquire such lands or interests therein within two years after the selection of the right-of-way, the Secretary charged with the selection of the right-of-way may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals; and (2) acquire private lands or interests therein by donation, purchase with donated or appropriated funds, or exchange, and may develop and administer such lands or interests therein: *Provided further, That* exchanges shall be governed by the provisions of subsection (h) of this section: *And provided further, That* the appropriate Secretary shall utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this subsection only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire the fee title only where, in his judgment, lesser interests in land (including scenic easements) or written agreements are not adequate, but such acquisitions may be made only to the extent authorized in subsection (d) of this section: *And provided further, That* neither Secretary may acquire lands, water, or interests therein by condemnation without the owner's consent when 60 per centum or more of the acreage within the entire national scenic trail area is owned by Federal, State, or local governmental agencies, but this limitation shall not apply to the acquisition of scenic easements. Money appropriated for Federal purposes from the land and water conservation fund shall be available for the acquisition of property for the purposes of this section.

(j) The Secretary of the Interior shall develop and administer the Appalachian and Potomac Heritage Trails and the Secretary of Agriculture shall develop and administer the Continental Divide and Pacific Crest Trails, except that any portion of any such trail that is within areas administered by another Federal agency shall be administered in such manner as may be agreed upon by the appropriate Secretary and the head of that agency, or as directed by the President. The Federal agencies shall coordinate their efforts to provide uniform administration and protection of the national scenic trails, and shall give encouragement to, and cooperate with, States, local governments, private organizations, and individuals in promoting the purposes of this section.

National scenic trails shall be administered, protected, developed, and maintained to retain their natural, scenic, and historic features; and provision may be made for campsites, shelters, and related public-use facilities; and other uses, including reasonable crossings, that will not substantially interfere with the nature and purposes of the trails may be permitted or authorized, as appropriate: *Provided, That* the use of motorized vehicles by the general public along any national scenic trail shall be prohibited, and the Appalachian Trail and the Potomac Heritage Trail in Virginia between Great Falls Park and Spout Run shall be developed and maintained primarily as a footpath to retain its natural environment: *Provided further, That* the Federal laws and regulations applicable to Federal lands or areas included in any national scenic trail shall continue to apply to the extent agreed upon by the appropriate Secretary and the head of the agency having jurisdiction over the Federal lands involved, or as directed by the President.

The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national scenic trail passes, and after consultation with the States, local governments,



and private organizations concerned, and any advisory council established under subsection (f) of this section, may issue regulations, which may be revised from time to time, governing protection, management, use, development, and administration of a national scenic trail. Any person who violates a regulation issued pursuant to this Act shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

(k) There are hereby authorized to be appropriated such sums as may be necessary to carry out the provisions of this section, but not to exceed \$10,000,000, for land acquisition during the five-year period beginning with the enactment of this Act. No funds for development of the Continental Divide Trail shall be appropriated until sixty days after the Secretary of Agriculture shall submit detailed plans for such development to the respective Committees on Interior and Insular Affairs of the Senate and House of Representatives.

#### FEDERAL PARK, FOREST, AND OTHER RECREATION TRAILS

SEC. 3. (a) The Secretary of the Interior and the Secretary of Agriculture are directed to improve, expand, and develop park, forest, and other recreation trails for hiking, horseback riding, cycling, and other related uses on lands within areas administered by them: *Provided*, That the use of motorized vehicles by the general public shall be prohibited on such trails within (1) the natural and historical areas of the national park system; (2) the national wildlife refuge system; (3) the national wilderness preservation system; and (4) other Federal lands where trails are designated as being closed to such use by the appropriate Secretary. Such trails may be designated and suitably marked as part of the nationwide system of trails by the appropriate Secretary.

(b) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 4. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organization, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### UTILITY RIGHTS-OF-WAY

SEC. 5. The Secretary of the Interior and the Secretary of Agriculture are authorized, with the cooperation of the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction, control over, or information concerning the use, abandonment, or disposition of rights-of-way and similar properties that may be suitable for trail route purposes, to develop effective procedures to assure that, wherever practicable, utility rights-of-way or similar properties having value for trail route purposes may be made available for such use.

#### AMENDMENT OFFERED BY MR. TAYLOR

Mr. TAYLOR. Mr. Speaker, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. TAYLOR: Strike out all after the enacting clause of S. 827 and insert in lieu thereof the provisions of H.R. 4865, as passed.

The amendment was agreed to.

The Senate bill was ordered to be read a third time, was read the third time, and passed.

#### TITLE AMENDMENT OFFERED BY MR. TAYLOR

Mr. TAYLOR. Mr. Speaker, I offer an amendment to the title of the Senate bill.

The Clerk read as follows:

Amendment offered by Mr. TAYLOR: Amend the title so as to read: "A bill to establish a national trails system, and for other purposes."

The title amendment was agreed to.

A motion to reconsider was laid on the table.

A similar House bill (H.R. 4865) was laid on the table.

#### GENERAL LEAVE TO EXTEND

Mr. TAYLOR. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the bill just passed.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

#### PROVIDING INDEMNITY PAYMENTS TO DAIRY FARMERS

Mr. POAGE. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 17752) to provide indemnity payments to dairy farmers.

The Clerk read as follows:

H.R. 17752

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled*, That the Secretary of Agriculture is authorized to make indemnity payments, at a fair market value, to dairy farmers who have been directed since January 1, 1964, to remove their milk from commercial markets because it contained residues of chemicals registered and approved for use by the Federal Government at the time of such use. Such indemnity payments shall continue to each dairy farmer until he has been reinstated and is again allowed to dispose of his milk on commercial markets.

SEC. 2. There is hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

SEC. 3. The authority granted under this Act shall expire on June 30, 1969.

The SPEAKER. Is a second demanded?

Mr. BELCHER. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered. There was no objection.

Mr. WHITE. Mr. Speaker, H.R. 17752 provides for the extension of expiring authority for the Secretary of Agriculture to make indemnity payments, at a fair market value, to dairy farmers who have been directed, since January 1, 1964, to remove their milk from commercial markets because it contained residues of chemicals, registered and approved for use by the Federal Government at the time of such use.

In my area, this problem arises chiefly from the use of DDT and other insecticide sprays on cotton crops. It is often carried by the wind to nearby pasturelands for dairy cattle, and may remain as a contaminant of milk for a long time. There have been many cases where milk from cows grazed in such pasturelands may pass the high standards of State health departments, and still be ineligible for interstate shipment.

Obviously, there is much more work to be done in this regard, and being done by the Agricultural Research Service. Until new chemicals, or new means of application are developed; or new standards of acceptance of milk for interstate shipment are approved, dairy farmers of my area will continue to suffer serious losses in this regard. H.R. 17752, introduced by myself and my colleague, the gentleman from Arkansas [Mr. PRYOR], is intended to protect the dairy farmer while the scientists of the Department of Agriculture provide a workable solution.

It is my hope that the legislation will no longer be necessary after the expiration date of the authority in our bill, June 30, 1969.

Clearly, the solution is not simply to forbid use of certain insecticides, without providing others that are equally effective. By such action, we would merely be switching damages from dairy cattle to cotton crops. American agriculture has made giant strides in research in recent years, and I believe that—if we can buy ourselves a little more time through this legislation, we shall solve the problem to everyone's satisfaction.

Thank you.

Mr. PRYOR. Mr. Speaker, H.R. 17752, which I cosponsor with the gentleman from Texas [Mr. WHITE], does one thing.

It indemnifies dairy farmers, who through no fault of their own, have their milk removed from the commercial markets because it has been contaminated by residues of chemicals registered and approved for use by the Federal Government.

Although the instances where the provisions for milk indemnity payments have not been numerous, it is of extreme importance to those dairymen who have been involved.

While we are protecting the health and welfare of the citizens of our Nation, we believe that we must also help protect the economic welfare of dairy farmers who could be forced into bankruptcy through no carelessness of their own.

Mr. Speaker, this is not "new" legislation. It does extend for a 1-year period the present law.

It is good legislation. It is sound legislation. It is just legislation.







The conference substitute amendment regarding authorization for flood protection in the Mo. River Basin with a requirement that there be mutual agreement between the States involved on a flood control plan for mitigation of fish and wildlife losses requires this agreement to be reached in 6 months following completion of the reservoir study. This bill will now be sent to the President.

24. FARM PROGRAM. Passed with amendment H. R. 17126, to amend the Food and Agriculture Act of 1965 (pp. S9998-99). Agreed to an amendment to strike all after the enacting clause of H. R. 17126 and insert the language of S. 3590 in lieu thereof (p. S9999). Conferees were appointed (p. S9999). House conferees have not been appointed.
25. FOOD STAMPS. Conferees were appointed on S. 3068, to amend the Food Stamp Act of 1964 (p. S9999). House conferees have not been appointed.
26. TRAILS. Conferees were appointed on S. 827, to establish a nationwide system of trails (pp. S10010-12). House conferees have not been appointed.
27. RECREATION. Sen. Moss called for legislation "to open up our national parks more widely" to serve more visitors. pp. S9928-31
28. FOREIGN TRADE. Sen. Young, Ohio, stated, "Increased trade from America with European Communist nations will also provide a powerful political tool to woo them toward peace, complete independence of Russia, and consumer orientation." pp. S9940-1
29. WILDLIFE. Sen. Yarborough inserted an article endorsing his bill to prevent the importation of endangered species of fish or wildlife into the U. S. p. S9945
30. PLANNING-PROGRAMMING-BUDGETING. Sen. Proxmire stated the Joint Economic Committee supported establishing a planning-programming-budgeting system within all agencies of the Federal Government and stated that the Budget Bureau has advised the committee of its efforts to assist the agencies to adopt appropriate discounting procedures. p. S9946
31. EDUCATION. Several Senators criticized withholding of appropriations to aid the education of children attending local schools that are federally affected. pp. S9954, S9955, S10017-8

#### EXTENSION OF REMARKS

32. RURAL AREAS. Sen. Randolph stressed the need to have rural areas livable and attractive enough to reverse the current population surge to congested urban centers. pp. E7203-5
33. CONSERVATION. Sen. Bayh stated that it is of prime importance that young Americans become acquainted with the values of conservation and inserted an

article on this subject. pp. E7209-10

34. TAXATION. Rep. Hunt stated that the "balloon of optimism" for the revenue-expenditure package is "beginning to deflate", and inserted an article on the plight of the individual taxpayer. pp. E7238-9
35. OPINION POLL. Rep. Helstoski inserted the results of a questionnaire which includes items of interest to this Department. pp. E7239-41
36. FOOD ADDITIVES. Rep. Hosmer criticized HEW for failing to comply with his request for a report on his proposed bill to curb Food and Drug Administration's power to regulate food supplements, including vitamins. pp. E7245-6
37. FORESTS; PEST CONTROL. Rep. Johnson, Calif., commended the development of improved techniques to "measure quickly and cheaply the extent of beetle infestation as a necessary step leading to salvage of the damaged timber." pp. E7246-7

#### BILLS INTRODUCED

38. TAXATION. S. 3966 by Sen. Hartke, to assist the cities of the United States to meet their needs for increased revenues by sharing with them a portion of the revenues derived from the Federal income tax; to Finance Committee. Remarks of author pp. S9938-9  
H. R. 19182 by Rep. Horton, to amend the farm tax loss provision of the Internal Revenue Code; to Ways and Means Committee. Remarks of author, p. E7233
39. RECLAMATION. H. R. 19188 by Rep. Johnson, Calif., to authorize the Secretary of the Interior to construct, operate, and maintain the Consumnes River division, Central Valley project, California; to Interior and Insular Affairs Committee. Remarks of author pp. H8099-100  
H. R. 19209 by Rep. White, to authorize the Secretary of the Interior to engage in a feasibility investigation of the Red Bluff rehabilitation project in Texas; to Interior and Insular Affairs Committee.
40. PROPERTY. H. R. 19192 by Rep. Brotzman, to provide for equitable acquisition practices, fair compensation, and effective relocation assistance in real property acquisitions for Federal and federally assisted programs; to Public Works Committee.  
H. R. 19193 by Rep. Brotzman, to amend the Internal Revenue Code of 1954 and the Social Security Act to provide for more equitable treatment of persons affected by real property acquisitions in Federal or federally assisted programs; to Ways and Means Committee.  
H. R. 19200 by Rep. St. Onge, to authorize the payment to local governments of sums in lieu of taxes and special assessments with respect to certain Federal real property; to Interior and Insular Affairs Committee.  
and H. R. 19205 by Rep. Kleppe,
41. RURAL AREAS. H. R. 19201 by Rep. Sandman, to establish a community self-determination program to aid the people of urban and rural communities in securing gainful employment, achieving the ownership and control of the resources of their community, expanding opportunity, stability, and self-determination, and making their maximum contribution to the strength and well-being of the Nation; to Ways and Means Committee.



I am not speaking now about Cuban refugees. I am talking about Latin people who came into my State in years past, and who are fine citizens.

Mr. President, I appreciate the cooperation of the distinguished Senator.

**ADDRESS BY FORMER SENATOR  
EDWIN C. JOHNSON BEFORE THE  
GRADUATING CLASS OF RANGELY  
COLLEGE**

Mr. MAGNUSON. Mr. President, on June 7, 1968, Edwin C. Johnson, a former Member of this body, addressed the graduating class of Rangely College. His speech is an excellent one and it shows great interest in the affairs of the country. I am happy to see that former Senator Johnson is taking time out and talking to the young people of the country.

I ask unanimous consent to have printed in the RECORD the address by former Senator Edwin C. Johnson.

There being no objection, the address was ordered to be printed in the RECORD, as follows:

Doctor John E. Roberts, The President of Rangely, The Distinguished Faculty of Rangely, The Graduating Class of 1968, Our Honored Guests and, Ladies and Gentlemen, Hats off and warm greetings to the 1968 Graduating Class of Rangely College. Words cannot express how proud and pleased I am to have been selected to visit with you on this happy occasion.

I am most grateful to Doctor Roberts and to this graduating Class of 1968 for inviting me to participate in this graduating ceremony. I deem it a very great honor and a special privilege.

Most Americans are partial to Commencement Day programs. To witness the smiling graduates march in and assume new responsibility with so much confidence and personal assurance is a thrilling experience. For them a new day has dawned. For years and years they have looked forward to this hour and now it is here!

Shortly they will look back to it as the significant milestone of their lives and as time marches on this pride and satisfaction will grow and mature into complete reality. A difficult task has been completed by them so now we rejoice with them over a worthy achievement. It is a real good feeling. Heartly congratulations to each of you!

A multitude of problems are facing all of us and each of us and what to do about them must have our undivided attention. The 1968 Graduating Class of Rangely College and the thousands of graduating classes scattered all over the world have selected an opportune time to try their new wings and to assume a new goal and a new responsibility.

But there is a time for everything. There is a time for sowing and a time for reaping. A time for laughing and a time for weeping. Today is the time for accepting and assuming a very much greater responsibility to the world we share. And this is an appropriate time to call attention to "the State of the Union" which now is your specific responsibility.

I wish I could look each of you in the eye and say all is well in our America and "the goose hangs high" but that is not the way it is. Instead we must pass from fantasy to reality and do it now. It would be nice if we could linger but the times will not permit. Instead we are compelled to face with sorrow the knowledge that thirty-thousand eager young Americans who loved life as we love life have sacrificed it in the jungles of South East Asia, 7 thousand miles from their homes. Also, that one-hundred thousand sturdy

young Americans have suffered serious body wounds in the defense of freedom in Vietnam. And that more than a million natives of South Vietnam have lost their lives and all of their worldly possessions in a cruel war which fate has arranged for them. We know that war is not the answer but we must postpone such speculation temporarily. For the present, in the National interest we must overcome the tragedy of war by more war. Our government has chartered that course and we must follow our capable leadership.

Today I want to visit briefly with the members of this graduating class on these and other matters directly affecting them and the world at large. Beginning now the people of the United States must find additional leadership in industry, science, government and the other human activities upon which we depend as a nation. A million college graduates more or less, will contemplate fitting into this picture. Some will become active in the Vietnam war, others for various reasons may not, but all of us will be deeply concerned and we will be active.

Greatly respected world authorities in the fields of finance, diplomacy, war, peace and military strategy, the delicate subject of college student behavior, the so-called good neighbor policy, the status of our democratic society, and the never ending list of serious problems and the proposed solutions which clog and jam the trestle boards of the world must have tangible and pertinent action and solution. They await your attention.

The political situation on Mother Earth in the year 1968, is significant and extremely demanding. Perhaps it is not rational but practically every region of the Earth's free and habitable surface is demanding political change of more or less drastic character and thoughts of delay are frowned upon.

The more democratic an area is the more persistent the public clamor for political change becomes. So where political change is needed most, it is pressured the least. Thus the world's colleges and universities have put forth the greatest effort and urge the most spectacular demonstrations on behalf of political change. They have been criticized bitterly for their enthusiastic endeavor but they refuse to abandon their crusade for direct action and it is a crusade in every sense of that word.

As should be anticipated, the pressure for political change is many times greater in the liberal democracies where government is doing a pretty good job now than in the countries under dictator rule. Almost everywhere political change is coupled with a youth movement and that point is significant.

On May 28, Chancellor Maurice B. Mitchell of Denver University received an American Legion Award commending him for action that ended an April 30th Campus "sit in."

The Denver Legion Post Commander officiating lauded the Chancellor for "lighting the candle" which may reverse the trend of "College Student Disorderliness" which has swept Colorado and the nation.

In presenting the award, the Denver Legion Post Commander said, among other things, "I single out Chancellor Mitchell as an administrator who believes that students are in school to obtain an education. When 39 demonstrating students impeded the business at the University Chancellor Mitchell expelled them. I feel that justice prevailed," said the Post Commander. I too am in complete agreement with the Commander and the Chancellor. I hope all of you are also.

Surprisingly the colleges of the world appear to be the very center of the demand for radical political change. It is apparent that this national and international anxiety and unrest is spreading like a prairie fire into every nook and corner of the globe. Truly the year 1968 is saturated with thought-stimulating and thought-provoking maneuvers in all of our colleges and universities.

Some demonstrations and actions are childish and freakish but there is great interest.

This is the age of Youth and Youth will not be denied. President John F. Kennedy was trusted by the Youth of America. He understood youth and they understood him. He had a great plan for promoting the interest of the Youth of America and it did not include war in faraway Asia nor any other place. His tragic removal from the scene left a gap between the government of the United States and our Youth that has never been closed.

President Kennedy's first action following his election proposed that age 18 be fixed in the United States as the age for the Youth of America to become eligible to vote in the elections of the United States. President Kennedy's first step was to create a commission to assemble the basic facts respecting voting and to develop the technical and legal processes authorizing it.

The Founding Fathers of our Federal Government had cloudy concepts on the subject of voting. Some of them favored restricting the vote to free holders and property owners. Since they were unable to reach an agreement, they turned the problem over to the States of the Union and there it rests. Four states however, have taken separate action but forty-four states left the voting age of youngsters at 21 years.

In 1946 the sovereign State of Georgia fixed the eligible voting age for Georgia citizens at 18 years. In 1955 Kentucky took similar action. In 1959 when the territories of Alaska and Hawaii entered the Union, the Alaska voting age was set at 19 years and Hawaii set her voting age at 20 years.

Eighteen year olds serve in the Armed Forces, pay taxes, are held legally responsible for their acts in many courts and are bound by the draft decisions of their government. The adage "If he's old enough to fight, he's old enough to vote" is a sound argument.

In recent days President Lyndon B. Johnson has urged that all of the States of the Union now set the voting age at 18 years. I am convinced that lowering the national voting age to 18 years will promote and add tremendous interest in the voting habits of American citizens. In the year 1966, one hundred and sixteen million Americans were eligible to vote for the President of the United States but only 48 percent of these eligible voters cast a ballot. The record must stand as a national disgrace. In Italy, 92 percent of eligible Italians voted; 87 percent of West German eligibles voted and 80 percent of eligible Canadians voted.

George Gallup who makes it his business to measure public interest and public sentiment, reports that in June 1939 only 17 percent of the people favored voting to begin at age 18. In 1943 it was 39 percent, in 1951 it was 47 percent, in 1953 it was 63 percent, in 1965, 57 percent and today it is 64 percent. If these estimates hold good, President Johnson should meet with success in fixing the age for National elections at 18 years. Let us hope.

In this day and age when it appears that college students have the right of way for any action they choose, it comes as a tremendous relief that a Supreme Court Associate Justice would declare in all seriousness, "The advocacy of civil rights does not require or justify the abandonment of all decency."

This straight from the shoulder and curt observation by Mr. Justice Fortas, an honored member of the U.S. Supreme Court, has thrilled millions. The justices of this distinguished court rarely speak out boldly on issues which eventually might be submitted to them for interpretation or other official consideration. Furthermore, Mr. Justice Fortas has been and is a truly consistent libertarian so we can hardly charge him with being prejudiced.

Mr. Justice Fortas reported he had been taken to task by university professors with



impressive credentials, for speaking against law violations as a means of protest. He said, "It is deeply disturbing to me that there has been a measure of acceptance of the teaching of this kind of lawlessness by some young faculty members."

This same Associate Justice Fortas of the United States Supreme Court observed also: "If the civil disobedience takes the form of disrupting traffic, preventing people from going to their offices, their buildings—perhaps even their homes—that is a violation of law, it should not be called civil disobedience. It is simply law breaking on a large scale. The fact that it is a protest does not rescue it from such a classification."

It is a fact that many college students assert that they are not obliged to obey or observe laws, rules, and regulations with which they disagree. Some students have the strong conviction that higher education is privilege and theirs by right. But it is true that a huge majority of college and university students in Colorado do make a most serious effort to apply themselves to their studies.

The University of Colorado and most of the schools of higher learning in Colorado belong to the State and its citizens and are financed by the State. The students come and go at their convenience. Enrollment is not a matter of an inalienable right. Out of a total of 16,000 University of Colorado students less than 300 are "troublemakers" in any degree. They realize that the State of Colorado is under no obligation to keep any student, or students, at the University who are not there for the purpose of studying, researching or learning. Students who do not desire to devote themselves to legitimate educational pursuits are not invited to attend the schools of higher learning in Colorado. The student is and should be a free agent but if he does attend college here he must comply with all of the rules. He cannot have his cake and eat it too; nor can the tail wag the dog.

Some demonstrators are not vicious, and some are. It is true as charged officially last week that the conduct of some college students has been outrageous and irresponsible but all student demonstrators are not crackpots or troublemakers. When they are reasonable they should be reasoned with and listened to with patience and respect. Students are entitled to their private opinion if they keep it a private opinion. When they act like a spoiled brat they should be paddied.

For many decades the United States of America has been the world leader but lately she has not had the breaks, everything has been rough. These questions seem odd but are being asked by me in all seriousness: Is the United States able to govern itself? Is American Democracy in mortal danger? Fifty years ago William Jones the historian said, "Democracy is on trial and no one knows how long it will stand the ordeal." Such questions should be uppermost in our minds today.

Freedom will never be gained or retained without sacrifice, dedication and solid integrity. To revere historic deeds or laud the ideals which have made democracy great are not enough. A never-ending battle for democratic integrity in high places and low must be waged. If integrity in the United States has been questionable, as has been hinted, the United States stands on very dangerous grounds. Can a politically bankrupt and dishonest democracy survive? None ever has. It has been said that the Vietnam war lacks integrity. If true, we shall and ought to lose this war. I do not believe that it is true. But the world in some important areas accustomed to relying on the United States is beginning to fret. Riots, lawlessness, bitter strife, economic chaos, the monetary crisis and rapid inflation appear to be getting out of hand.

The most spectacular factor in the lives and progress of mankind is religion. The spiritual blessing it bestows on humanity is a beautiful concept. It is difficult to feature the smooth and faultless operation of the universe without acknowledging and paying tribute to the guidance and the Love of God.

Nevertheless, private citizens do have responsibilities which it is their duty to support vigorously. The most vital of these burdens is Government. Generous nature has made it possible for each and every human being on this planet to have sufficient food and shelter. That is the responsibility of government to its citizens. Yet human beings die from starvation on everyone of the earth's continents. That happens because some place along the line government has not been adequate.

Unless man enjoys responsible government he will be more or less helpless in a modern world. Under an adequate government every human being will be able to provide for his creature needs. That is the test of good government. How inadequate food supplies follow the adequate and inadequate government operation, is demonstrated clearly by reviewing the economic situation of the United States of America and Brazil of South America.

These two large countries are equal in area. Brazil has much of the best of it when it comes to national resources and salubrious climate. But the United States supplies all her own needs and obligations. In addition she provides many billions of dollars in loans and huge quantities of supplies to the rest of the world including Brazil. Our goal must continue to be the Good Neighbor Policy coupled with International Honesty, understanding and patience.

In Hubert Humphrey's first day of campaigning for the Presidency, he pleaded for a reduction of US forces in Europe in addition to Vietnam. It is to the advantage of the enemy to compel the United States to keep a large military force in Europe in addition to doing most of the fighting in Asia. We should oppose such a stupid policy.

The United States cannot and must not attempt to police the world. Such a policy would be disastrous to the peace of the world and to the United States. I deem it a tremendous privilege and honor to be a devoted citizen of a capitalistic democracy. I am completely convinced that under such a government mankind will prosper, advance, and develop to the highest level of equity, justice, and freedom.

Furthermore, due to its basic deceptive and tyrannical nature, I am bitterly and violently opposed to Communism which is presently operating in many of the heavily populated back regions and areas of the earth. But I do not conclude that the United States should regard that Communism is or ought to be a standing invitation to go to war.

#### ESTABLISHMENT OF NATIONWIDE SYSTEM OF TRAILS

Mr. MANSFIELD. Mr. President, I ask the Chair to lay before the Senate a message from the House of Representatives on S. 827.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 827) to establish a nationwide system of trails, and for other purposes, which was, strike out after all the enacting clause, and insert:

##### SHORT TITLE

SECTION 1. This Act may be cited as the "National Trails System Act".

##### STATEMENT OF POLICY

SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an

expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas of the Nation, trails should be established (1) primarily, near the urban areas of the Nation, and (2) secondarily, within established scenic areas more remotely located.

(b) The purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation and scenic trails, by designating the Appalachian Trail as the initial component of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

##### NATIONAL TRAILS SYSTEM

SEC. 3. The national system of trails shall be composed of—

(a) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

##### NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

(i) such trails are reasonably accessible to urban areas, and

(ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved—

(i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and

(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the State.

##### NATIONAL SCENIC TRAILS

SEC. 5. (a) National scenic trails shall be authorized and designated only by Act of Congress.

(1) The Appalachian Trail, a trail of some two thousand miles, extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia, is hereby established as the initial national scenic trail. Insofar as practicable, the right-of-way for such trail shall



comprise the trail depicted on the maps identified as "Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-100-May 1967", which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

(2) The Secretary of the Interior may establish an advisory council for the Appalachian National Scenic Trail. The Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards of the erection and maintenance of markers along the trail, and the administration of the trail. The members of such advisory council, which shall not exceed thirty-five in number, shall serve without compensation or expense to the Federal Government for a term of five years and shall be appointed by the Secretary as follows:

(i) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

(ii) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Government of such States;

(iii) One or more members appointed to represent private organizations, including landowners and land users, that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations; *Provided*, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the trail passes; and

(iv) The Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(3) In all other respects, the Appalachian National Scenic Trail shall be administered in accordance with the provisions of this Act.

(b) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. When completed, such studies shall be the basis of appropriate proposals for additional national scenic trails which shall be submitted from time to time to the President and to the Congress. Such proposals shall be accompanied by a report, which shall be printed as a House or Senate document, showing among other things—

(1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;

(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic trail;

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interest in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof; and

(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Pacific Crest Trail, a two-thousand-three-hundred-and-fifty-mile trail extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross.

(3) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(4) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(5) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(6) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(7) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(8) Kittanning Trail, from the village of Frankstown through Kittanning to Kittanning, Pennsylvania.

(9) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(10) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(11) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(12) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(13) Gold Rush Trails in Alaska.

(14) Mormon Battalion Trail, extending

two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

#### CONNECTING AND SIDE TRAILS

SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: *Provided*, That such trails provide additional points of public access to national recreation or scenic trails.

#### ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a) Pursuant to section 5(a), the Secretary of the Interior shall select the right-of-way for the Appalachian National Scenic Trail and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: *Provided*, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner and his operation. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the administration of a national scenic trail may relocate segments of a national scenic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (1) such a relocation is necessary to preserve the purposes for which the trail was established, or (2) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: *Provided*, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: *Provided*, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: *Provided further*, That private lands included in the national recreation or scenic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accord-



ance with regulations to be established by the appropriate Secretary. Except to the extent otherwise provided by law, the Federal laws and regulations applicable to Federal lands or areas included in any national recreation or scenic trail shall continue to apply. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation and scenic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation or scenic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange: *Provided*, That not more than twenty-five acres in any one mile may be acquired without the consent of the owner.

(e) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic trail: *Provided*, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein within two years after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: *Provided*, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of

Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided*, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than twenty-five acres in any one mile and when used such authority shall be limited to the most direct or practicable connecting trail right-of-way. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act.

(h) The Secretary charged with the administration of a national recreation or scenic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of a national scenic trail either within or outside a federally administered area.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation or scenic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the

recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture, as the case may be, may grant easements and rights-of-way, upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: *Provided*, That any conditions contained in such easements and rights-of-way shall be related to the policy and purpose of this Act and shall not be based upon the Department of Interior or Department of Agriculture regulations relating to granting rights-of-way for power transmission lines issued March 23, 1963 (28 F.R. 2903, 2905; 43 C.F.R. 2234.4, 36 C.F.R. 251.52).

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

#### AUTHORIZING APPROPRIATIONS

SEC. 10. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$5,000,000 shall be appropriated for the acquisition of lands or interests in lands and not more than \$1,000,000 shall be appropriated for development.

And, amend the title so as to read: "An act to establish a national trails system, and for other purposes."

Mr. MANSFIELD. Mr. President, I move that the Senate disagree with the amendment of the House and request a conference with the House thereon, and that the Chair be authorized to appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. JACKSON, Mr. MOSS, Mr. NELSON, Mr. KUCHEL, and Mr. ALLOTT conferees on the part of the Senate.

#### THE WAVE OF CRIMINAL OUTBREAKS

Mr. THURMOND. Mr. President, the excitement of the approaching political conventions and the heavy press of pre-recess business seems to have distracted our attention from an ominous current of events that is sweeping the country. I refer to the wave of criminal outbreaks simultaneously appearing in many of our major cities. We are engulfed in riots, looting, arson, and deliberate attacks on









# **DIGEST** of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

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HIGHLIGHTS: House committee reported Flaming Gorge Recreation bill. Rep. Mahon discussed status of appropriation bills. Rep. Zwach deplored farm costs. Rep. Steed objected to farm bill payment limitation.

## SENATE

1. APPROPRIATIONS. Continued debate on H. R. 18037, Labor, HEW, and related agencies appropriation bill, adopting committee amendments en bloc to be considered as original text for the purpose of further amendment. pp. S10236-45

2. FARM PROGRAM. Sen. Mansfield inserted a resumé of Sen. Aiken's life which depicts him as "the farmers' friend." pp. S10153-4
3. EXPORTS. Sen. Morse defended his proposed amendment to the foreign aid bill limiting U.S. timber exports. pp. S10169-70
4. CONSUMERS. Both Houses received from the Federal Trade Commission a report concerning the activities of the Commission in implementation of the Fair Packaging and Labeling Act. pp. S10157, H8300
5. BALANCE OF PAYMENTS. Both Houses received from the Attorney General a report on exemptions from the antitrust laws to assist in safeguarding the balance-of-payments position of the United States as of July 1, 1968. pp. S10158, H8301
6. WEATHER. Received from the Federal Council for Science and Technology a copy of a letter to the National Science Foundation requesting that Foundation to continue, on a voluntary basis, the function of collecting information on weather modification activities. p. S10158
7. HIGHWAYS. Both Houses received from the Transportation Department a supplemental report to the 1968 National Highway Needs Report, including recommendations regarding the future Federal highway program. pp. S10158, H8301
8. WILDLIFE. Rep. Hansen spoke in support of proposed legislation to give States control over fish and wildlife within their boundaries and inserted a set of resolutions received from the Western Association of State Game and Fish Commissioners dealing with this question. pp. S10193-4

#### HOUSE

9. RECREATION. The Interior and Insular Affairs Committee reported with amendment H. R. 15245, to establish the Flaming Gorge National Recreation Area in Utah and Wyo. (H. Rept. 1854). p. H8301  
The Interior and Insular Affairs Committee reported with amendment H. R. 18333, to authorize a study of the feasibility and desirability of establishing an Upper Mississippi Valley National Recreation Area in Ill. and Minn. (H. Rept. 1857). p. H8301  
Conferees were appointed on S. 827, to establish a nationwide system of trails. Senate conferees have been appointed. p. H8231  
The Interior and Insular Affairs Committee reported with amendment H. J. Res. 1384, relating to the administration of the National Park System (H. Rept. 1858). p. H8301  
The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 8970, to establish the North Cascades National Park and Ross Lake National Recreation Area, to designate the Pasayten Wilderness and to modify the Glacier Peak Wilderness, Wash. p. D790



point to be thoroughly familiar with all the details of legislation emanating from the committee. He was outspoken and never hesitated to expose weaknesses and errors in proposals when he realized their rejection would be necessary, but he never lost a friend in defeating unwise amendments.

The retirement of John Vorys left a vacuum on the Foreign Affairs Committee that could not really be filled because of the unique qualifications of personality and background which made him a truly great member. There are countless occasions when, as chairman, I wished I could still have had John with us during floor debate on important bills. Long before his retirement, however, John suffered from a lung ailment which he bore uncomplainingly.

He remained cheerful and as active as his health would permit until his sudden turn for the worse a few weeks ago. I was distressed and saddened to learn of his passing and extend my most heartfelt condolences to his dear wife and family. In the departure from life of so great an American, his family's loss is also the loss of all of us.

#### GENERAL LEAVE TO EXTEND

Mr. DEVINE. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks on the life, character, and service of the late Honorable John M. Vorys.

The SPEAKER. Is there objection to the request of the gentleman from Ohio? There was no objection.

#### APPOINTMENT OF CONFEREES ON S. 827, NATIONWIDE SYSTEM OF TRAILS

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (S. 827) to establish a nationwide system of trails, and for other purposes, with a House amendment thereto, insist on the House amendment, and agree to the conference asked by the Senate.

The SPEAKER. Is there objection to the request of the gentleman from Colorado? The Chair hears none, and appoints the following conferees: Messrs. ASPINALL, TAYLOR, JOHNSON of California, SAYLOR, and SKUBITZ.

#### CENTRAL ARIZONA PROJECT

Mr. ASPINALL submitted the following conference report and statement on the bill (S. 1004) to authorize the construction, operation, and maintenance of the central Arizona project, Arizona-New Mexico, and for other purposes:

##### CONFERENCE REPORT (H. REPT. No. 1861)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 1004) entitled "An act to authorize the construction, operation, and maintenance of the central Arizona project, Arizona-New Mexico, and for other purposes", having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendments of the House numbered to the text of the bill, and agree to the same with an amendment as follows: In lieu of the matter inserted by the House amendment insert the following:

#### "TITLE I—COLORADO RIVER BASIN PROJECT: OBJECTIVES

"SEC. 101. That this Act may be cited as the 'Colorado River Basin Project Act'.

"SEC. 102. (a) It is the object of this Act to provide a program for the further comprehensive development of the water resources of the Colorado River Basin and for the provision of additional and adequate water supplies for use in the upper as well as in the lower Colorado River Basin. This program is declared to be for the purposes, among others, of regulating the flow of the Colorado River; controlling floods; improving navigation; providing for the storage and delivery of the waters of the Colorado River for reclamation of lands, including supplemental water supplies, and for municipal, industrial, and other beneficial purposes; improving water quality; providing for basic public outdoor recreation facilities; improving conditions for fish and wildlife, and the generation and sale of electrical power as an incident of the foregoing purposes.

"(b) It is the policy of the Congress that the Secretary of the Interior (hereinafter referred to as the 'Secretary') shall continue to develop, after consultation with affected States and appropriate Federal agencies, a regional water plan, consistent with the provisions of this Act and with future authorizations, to serve as the framework under which projects in the Colorado River Basin may be coordinated and constructed with proper timing to the end that an adequate supply of water may be made available for such projects, whether heretofore, herein, or hereafter authorized.

#### "TITLE II—INVESTIGATIONS AND PLANNING

"SEC. 201. Pursuant to the authority set out in the Reclamation Act of June 17, 1902, 32 Stat. 388, and Acts amendatory thereof or supplementary thereto, and the provisions of the Water Resources Planning Act of July 22, 1965, 79 Stat. 244, as amended, with respect to the coordination of studies, investigations and assessments, the Secretary of the Interior shall conduct full and complete reconnaissance investigations for the purpose of developing a general plan to meet the future water needs of the Western United States. Such investigations shall include the long-range water supply available and the long-range water requirements in each water resource region of the Western United States. Progress reports in connection with these investigations shall be submitted to the President, the National Water Commission (while it is in existence), the Water Resources Council, and to the Congress every two years. The first of such reports shall be submitted on or before June 30, 1971, and a final reconnaissance report, shall be submitted not later than June 30, 1977: *Provided*, That for a period of ten years from the date of this Act, the Secretary shall not undertake reconnaissance studies of any plan for the importation of water into the Colorado River Basin from any other natural river drainage basin lying outside the States of Arizona, California, Colorado, New Mexico, and those portions of Nevada, Utah, and Wyoming which are in the natural drainage basin of the Colorado River.

"SEC. 202. The Congress declares that the satisfaction of the requirements of the Mexican Water Treaty from the Colorado River constitutes a national obligation which shall be the first obligation of any water augmentation project planned pursuant to section 201 of this Act and authorized by the Con-

gress. Accordingly, the States of the Upper Division (Colorado, New Mexico, Utah, and Wyoming) and the States of the Lower Division (Arizona, California, and Nevada) shall be relieved from all obligations which may have been imposed upon them by article III(c) of the Colorado River Compact so long as the Secretary shall determine and proclaim that means are available and in operation which augment the water supply of the Colorado River system in such quantity as to satisfy the requirements of the Mexican Water Treaty together with any losses of water associated with the performance of that treaty: *Provided*, That the satisfaction of the requirements of the Mexican Water Treaty (Treaty Series 994, 59 Stat. 1219), shall be from the waters of the Colorado River pursuant to the treaties, laws, and compacts presently relating thereto, until such time as a feasibility plan showing the most economical means of augmenting the water supply available in the Colorado River below Lee Ferry by two and one-half million acre-feet shall be authorized by the Congress and is in operation as provided in this Act.

"SEC. 203. (a) In the event that the Secretary shall, pursuant to section 201, plan works to import water into the Colorado River system from sources outside the natural drainage areas of the system, he shall make provision for adequate and equitable protection of the interests of the States and areas of origin, including assistance from funds specified in this Act, to the end that water supplies may be available for use in such States and areas of origin adequate to satisfy their ultimate requirements at prices to users not adversely affected by the exportation of water to the Colorado River system.

"(b) All requirements, present or future, for water within any State lying wholly or in part within the drainage area of any river basin from which water is exported by works planned pursuant to this Act shall have a priority of right in perpetuity to the use of the waters of that river basin, for all purposes, as against the uses of the water delivered by means of such exportation works, unless otherwise provided by interstate agreement.

"SEC. 204. There are hereby authorized to be appropriated such sums as are required to carry out the purposes of this title.

#### "TITLE III—AUTHORIZED UNITS: PROTECTION OF EXISTING USES

"SEC. 301. (a) For the purposes of furnishing irrigation water and municipal water supplies to the water-deficient areas of Arizona and western New Mexico through direct diversion or exchange of water, control of floods, conservation and development of fish and wildlife resources, enhancement of recreation opportunities, and for other purposes, the Secretary shall construct, operate and maintain the Central Arizona Project, consisting of the following principal works: (1) a system of main conduits and canals, including a main canal and pumping plants (Granite Reef aqueduct and pumping plants), for diverting and carrying water from Lake Havasu to Orme Dam or suitable alternative, which system may have a capacity of 3,000 cubic feet per second or whatever lesser capacity is found to be feasible: *Provided*, That any capacity in the Granite Reef aqueduct in excess of 2,500 cubic feet per second shall be utilized for the conveyance of Colorado River water only when Lake Powell is full or releases of water are made from Lake Powell to prevent the reservoir from exceeding elevation 3,700 feet above mean sea level or when releases are made pursuant to the proviso in section 602(a) (3) of this Act: *Provided further*, That the costs of providing any capacity in excess of 2,500 cubic feet per second shall be repaid by those funds available to Arizona pursuant to the provision of subsection 403(f) of this Act, or by funds from sources other than



the development fund; (2) Orme Dam and Reservoir and power-pumping plant or suitable alternative; (3) Buttes Dam and Reservoir, which shall be so operated as not to prejudice the rights of any user in and to the waters of the Gila River as those rights are set forth in the decree entered by the United States District Court for the District of Arizona on June 29, 1935, in United States against Gila Valley Irrigation District and others (Globe Equity Numbered 59); (4) Hooker Dam and Reservoir or suitable alternative, which shall be constructed in such a manner as to give effect to the provisions of subsection (f) of section 304; (5) Charleston Dam and Reservoir; (6) Tucson aqueducts and pumping plants; (7) Salt-Gila aqueduct; (8) related canals, regulating facilities, hydroelectric powerplants, and electrical transmission facilities required for the operation of said principal works; (9) related water distribution and drainage works; and (10) appurtenant works.

"(b) Article 11(B) (3) of the decree of the Supreme Court of the United States in Arizona against California (376 U.S. 340) shall be so administered that in any year in which, as determined by the Secretary, there is insufficient main stream Colorado River water available for release to satisfy annual consumptive use of seven million five hundred thousand acre-feet in Arizona, California, and Nevada, diversions from the main stream for the Central Arizona Project shall be so limited as to assure the availability of water in quantities sufficient to provide for the aggregate annual consumptive use by holders of present perfected rights, by other users in the State of California served under existing contracts with the United States by diversion works heretofore constructed, and by other existing Federal reservations in that State, of four million four hundred thousand acre-feet of mainstream water, and by users of the same character in Arizona and Nevada. Water users in the State of Nevada shall not be required to bear shortages in any proportion greater than would have been imposed in the absence of this subsection 301(b). This subsection shall not affect the relative priorities among themselves, of water users in Arizona, Nevada, and California which are senior to diversions for the Central Arizona Project, or amend any provisions of said decree.

"(c) The limitation stated in subsection (b) of this section shall not apply so long as the Secretary shall determine and proclaim that means are available and in operation which augment the water supply of the Colorado River system in such quantity as to make sufficient mainstream water available for release to satisfy annual consumptive use of seven million five hundred thousand acre-feet in Arizona, California, and Nevada.

"Sec. 302. (a) The Secretary shall designate the lands of the Salt River Pima-Maricopa Indian Community, Arizona, and the Fort McDowell-Apache Indian Community, Arizona, or interests therein, and any allotted lands or interests therein within said communities which he determines are necessary for use and occupancy by the United States for the construction, operation, and maintenance of Orme Dam and Reservoir, or alternative. The Secretary shall offer to pay the fair market value of the lands and interests designated, inclusive of improvements. In addition, the Secretary shall offer to pay toward the cost of relocating or replacing such improvements not to exceed \$500,000 in the aggregate, and the amount offered for the actual relocation or replacement of a residence shall not exceed the difference between the fair market value of the residence and \$8,000. Each community and each affected allottee shall have six months in which to accept or reject the Secretary's offer. If the Secretary's offer is rejected, the United States may proceed to acquire the property interests involved

through eminent domain proceedings in the United States District Court for the District of Arizona under 40 U.S.C., sections 257 and 258a. Upon acceptance in writing of the Secretary's offer, or upon the filing of a declaration of taking in eminent domain proceedings, title to the lands or interests involved, and the right to possession thereof, shall vest in the United States. Upon a determination by the Secretary that all or any part of such lands or interests are no longer necessary for the purpose for which acquired, titled to such lands or interests shall be restored to the appropriate community upon repayment to the Federal Government of the amounts paid by it for such lands.

"(b) Title to any land or easement acquired pursuant to this section shall be subject to the right of the former owner to use or lease the land for purposes not inconsistent with the construction, operation, and maintenance of the project, as determined by, and under terms and conditions prescribed by, the Secretary. Such right shall include the right to extract and dispose of minerals. The determination of fair market value under subsection (a) shall reflect the right to extract and dispose of minerals and all other uses permitted by this section.

"(c) In view of the fact that a substantial portion of the lands of the Fort McDowell Mohave-Apache Indian Community will be required for Orme Dam and Reservoir, or alternative, the Secretary shall, in addition to the compensation provided for in subsection (a) of this section, designate and add to the Fort McDowell Indian Reservation twenty-five hundred acres of suitable lands in the vicinity of the reservation that are under the jurisdiction of the Department of the Interior in township 4 north, range 7 east; township 5 north, range 7 east; and township 3 north, range 7 east, Gila and Salt River base meridian, Arizona. Title to lands so added to the reservation shall be held by the United States in trust for the Fort McDowell Mohave-Apache Indian Community.

"(d) Each community shall have a right, in accordance with plans approved by the Secretary, to develop and operate recreational facilities along the part of the shoreline of the Orme Reservoir located on or adjacent to its reservation, including land added to the Fort McDowell Reservation as provided in subsection (b) of this section, subject to rules and regulations prescribed by the Secretary governing the recreation development to its reservation, including land added to the entire reservoir and federally owned lands under the jurisdiction of the Secretary adjacent thereto shall be in accordance with a master recreation plan approved by the Secretary. The members of each community shall have nonexclusive personal rights to hunt and fish on or in the reservoir without charge to the same extent they are now authorized to hunt and fish, but no community shall have the right to exclude others from the reservoir except by control of access through its reservation or any right to require payment by members of the public except for the use of community lands or facilities.

"(e) All funds paid pursuant to this section, and any per capita distribution thereof, shall be exempt from all forms of State and Federal income taxes.

"Sec. 303. (a) The Secretary is authorized and directed to continue to a conclusion appropriate engineering and economic studies and to recommend the most feasible plan for the construction and operation of hydroelectric generating and transmission facilities, the purchase of electrical energy, the purchase of entitlement to electrical plant capacity, or any combination thereof, including participation, operation, or construction by non-Federal entities, for the purpose of supplying the power requirements of the

Central Arizona Project and augmenting the Lower Colorado River Basin Development Fund: *Provided*, That nothing in this section or in this Act contained shall be construed to authorize the study or construction of any dams on the main stream of the Colorado River between Hoover Dam and Glen Canyon Dam.

"(b) If included as a part of the recommended plan, the Secretary may enter into agreements with non-Federal interests proposing to construct thermal generating powerplants whereby the United States shall acquire the right to such portions of their capacity, including delivery of power and energy over appurtenant transmission facilities to mutually agreed upon delivery points, as he determines is required in connection with the operation of the Central Arizona Project. When not required for the Central Arizona Project, the power and energy acquired by such agreements may be disposed of intermittently by the Secretary for other purposes at such prices as he may determine, including its marketing in conjunction with the sale of power and energy from Federal powerplants in the Colorado River system so as to produce the greatest practicable amount of power and energy that can be sold at firm power and energy rates. The agreements shall provide, among other things, that—

"(1) the United States shall pay not more than that portion of the total construction cost, exclusive of interest during construction, of the powerplants, and of any switchyards and transmission facilities serving the United States, as is represented by the ratios of the respective capacities to be provided for the United States therein to the total capacities of such facilities. The Secretary shall make the Federal portion of such costs available to the non-Federal interests during the construction period, including the period of preparation of designs and specifications, in such installments as will facilitate a timely construction schedule, but no funds other than for preconstruction activities shall be made available by the Secretary until he determines that adequate contractual arrangements have been entered into between all the affected parties covering land, water, fuel supplies, power (its availability and use), rights-of-way, transmission facilities and all other necessary matters for the thermal generating powerplants;

"(2) annual operation and maintenance costs shall be apportioned between the United States and the non-Federal interests on an equitable basis taking into account the ratios determined in accordance with the foregoing clause (1): *Provided, however*, That the United States shall share on the foregoing basis in the depreciation component of such costs only to the extent of provision for depreciation on replacements financed by the non-Federal interests;

"(3) the United States shall be given appropriate credit for any interests in Federal lands administered by the Department of the Interior that are made available for the powerplants and appurtenances;

"(4) costs to be borne by the United States under clauses (1) and (2) shall not include (a) interest and interest during construction, (b) financing charges, (c) franchise fees, and (d) such other costs as shall be specified in the agreement.

"(c) No later than one year from the effective date of this Act, the Secretary shall submit his recommended plan to the Congress. Except as authorized by subsection (b) of this section, such plan shall not become effective until approved by the Congress.

"(d) If any thermal generating plant referred to in subsection (b) of this section is located in Arizona, and if it is served by water diverted from the drainage area of the Colorado River system above Lee Ferry, other provisions of existing law to the contrary notwithstanding, such consumptive









# **DIGEST** of Congressional Proceedings

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE  
WASHINGTON, D. C. 20250  
OFFICIAL BUSINESS

POSTAGE AND FEES PAID  
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE  
(FOR INFORMATION ONLY;  
NOT TO BE QUOTED OR CITED)

Issued September 9, 1968  
For actions of September 6, 1968

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### SENATE

1. APPROPRIATIONS. Passed, 45-8, with amendments H. R. 18037, the Labor, HEW, and related agencies appropriation bill (pp. S10347-8, S10350-10418). Adopted an amendment by Sen. Mundt to make available \$90,965,000 for "School assistance in federally affected areas" and providing that such funds shall not be subject to the Anti-Deficiency Statute and shall be exempt from limitations in the Revenue and Expenditure Control Act of 1968 (pp. S10350-60). Conferees were appointed (p. S10418). House conferees have not been appointed.
2. TRAILS. Sen. Jordan, Idaho, and Hansen replaced Sen. Kuchel and Allott as conferees on S. 827, the nationwide trails measure. p. S10373

3. LANDS. The Agriculture and Forestry Committee reported without amendment S. 3736 to authorize the Secretary of Agriculture to sell to the village of Central, N. Mex., part of the former Fort Bayard Military Reservation, N. Mex. (S. Rept. 1502). p. S10423

The Interior and Insular Affairs Committee approved for full committee consideration S. 3406, extending the time for filing applications for the selection of public lands by Alaska. p. D800

4. POVERTY. Sen. Percy was appointed to the Select Committee to Study the Unmet Basic Needs Among the People of the United States. pp. S10422-3

5. WORLD HUNGER. Sen. Dodd commended the International Red Cross on its stand not to wait any longer before moving emergency food into Biafra. p. S10350

Sen. Byrd, W. Va., inserted Sen. Bartlett's plea for increased food supplies to Biafra. pp. S10419-20

6. ROADS. Sen. Spong commended Sen. Randolph's role in securing passage of the Federal-Aid Highway Act of 1968. pp. S10424-6

7. MANPOWER. Sen. Murphy spoke favoring his amendment to the proposed Manpower Development and Training Act extension to provide States freedom and flexibility to assist the chronically unemployed and inserted supporting material. pp. S10435-37

8. TIMBER EXPORTS. Sen. Jordan, Idaho, urged the conference committee on the foreign aid bill to retain the amendment which would limit annually for the next five years the export of unprocessed logs from Western States to 350 million board feet. p. S10435

9. WATER RESOURCES. Sen. Hart discussed the recommendations of the Select Committee on National Water Resources and stated while legislation to effectuate the recommendations of the Committee has been enacted, the "necessary programs have not yet been fully implemented." pp. S10444-7

10. ADJOURNED until Mon., Sept. 9. p. 10452

EXTENSION OF REMARKS

11. FARM LABOR; HOUSING. Sen. Javits inserted an article telling how ex-migrant workers are being taught the fundamental skills of carpentry through the Suffolk County (N.Y.) Economic Opportunity Council to enable them to build their own homes. pp. E7721-2

12. MANPOWER. Speech in the House by Rep. Quie during debate on H. R. 15045, to extend certain expiring provisions under the Manpower Development and Training Act. p. E7727

13. NATURAL RESOURCES. Sen. Scott inserted a poem decrying the "mishandling" of forest and stream. p. E7733



of America. I am talking about \$9 million.

Finally, the biggest part of the \$215 million is the \$121 million for the JOBS program, which deals with the cooperative effort between the Government and private industry. If you do not vote for my amendment, you will have to do without that money. If you want private industry to train the hard-core unemployed and unemployable so they can secure profitable and lucrative jobs, vote against my amendment. But if you want the participation of private industry in cooperation with the Federal Government in doing something about the jobless in America, vote for the amendment—\$121 million is for that purpose.

The argument has been made that the matter should be taken up at the time of the supplemental bill. That is only trying to transfer the cat from the back of the Senator from Alabama to the back of the Senator from Rhode Island. As a matter of fact, I cannot do any better 3 weeks from now than I am doing this afternoon. If I am successful today, I am going to be successful period. If I fail today, I am going to fail 3 weeks from now, because minds in the Senate do not change that easily.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. PASTORE. I yield myself 1 additional minute.

I realize the emotions involved. I realize the situation in Chicago. That has nothing to do with my amendment. I am talking about the new programs that have been advocated by the committee. I was the one who said to Sargent Shriver, "You had better do something about a followthrough program." Now they are doing it, and the cost is \$26 million. Everyone in the country has said, "Bring in private industry," and you need the \$121 million to do that.

I am not doing anything for the gangsters in Chicago. I say: Put them all in jail. But that has nothing to do with the poor. If you believe in the poor, you will vote for my amendment.

Mr. HARRIS. Mr. President, as a member of the National Advisory Commission on Civil Disorders who has examined the frustration that is felt by many of the poor, I cannot stress too strongly the importance of continuing and strengthening the war on poverty. I wish many of the programs operated by the Office of Economic Opportunity could be greatly expanded, but other current commitments make this impossible. At the very least, however, we should provide the appropriation requested by the President.

Continuing this program will allow many poor people to become taxpayers, easing the burden on the part of the population that is already taxed. When this happens, they will more than repay our investment.

But this will not happen if our commitment does not remain strong and our appropriations adequate.

Look for a moment at the JOBS program that encourages businessmen to hire people who have been among the hard-core unemployed. The National Al-

liance of Businessmen which runs the program has already placed 40,000 people in full-time jobs.

Yet many more remain unemployed. Businessmen have shown that they are willing to create innovative programs for such people if they receive some outside support. If America's largest capitalists have made this social commitment, can we afford to discourage them? If we fail to restore the President's requested allocation for OEO, the JOBS program will have to cut its anticipated program by 7,400 people. Both the President and the businessmen have made a commitment to find jobs for these people. But this will be impossible if we reduce our support. If we do reduce our support of JOBS, thousands of families will see the American dream deferred once again. Actions like this breed further frustration, Mr. President.

As is true of every State, Oklahoma has its thousands, both in our cities and rural areas, who have been left behind as our economy has moved forward. OEO programs have already meaningfully reached many of these.

There are programs operating in 75 of our 77 counties. More than 37,000 will have a better chance at getting a good education because they participated in Headstart. Fourteen counties in northeastern Oklahoma have been selected for the one OEO pilot project for meeting poverty in rural America to be supported during the coming year.

Yet with all this activity, less than a third of the poor people in Oklahoma have been touched by the antipoverty programs. These people have not been able to take the first step out of poverty.

As long as so many people are waiting and hoping, we cannot give OEO anything less than the President has requested. We must continue our commitment. I support the amendment.

Mr. CASE. Mr. President, may I have a couple of minutes?

Mr. PASTORE. Mr. President, how much time do I have remaining?

The PRESIDING OFFICER. The Senator from Rhode Island has 1 minute remaining.

Mr. PASTORE. I yield 1 minute to the distinguished Senator from New Jersey.

Mr. MANSFIELD. I yield 1 minute to the Senator from New Jersey, on the bill.

Mr. CASE. I thank the Senators.

Mr. President, I rise to support this amendment, which would restore \$215 million of the \$307 million which has been cut from the administration's request for appropriations for the Office of Economic Opportunity.

This amendment is selective. It restores funds only in the most crucial areas. It proposes restoration of \$59 million to the amount provided for continuation of programs which were being carried on last year. In addition, it proposes \$26 million for the Headstart follow through program, \$9 million for rural areas programs under CAP, and an additional \$121 million for the Job Corps.

No one is satisfied with the progress we have made to date in the war on

poverty. The Senator from Rhode Island has made that clear. No one will be completely satisfied until the war is won. But it is important to recognize that we are making progress and that the war can be won.

The earlier days of OEO were the most difficult as we explored new terrain. But the Office of Economic Opportunity reported to President Johnson recently that the number of people escaping from poverty has increased greatly since the agency initiated its programs. The program is too important to allow it to flag now.

Recent figures indicate that just under 9 percent of the population of my State of New Jersey is at the poverty level. We are proud of the fact that this is below the national average. But we are by no means satisfied with the situation.

New Jersey is the most highly urbanized State in the Union. The people of our cities have been introduced to the poverty program and it has given them hope and opportunity.

It has given them faith in the American dream that people who are poor can work their way out of poverty and improve their environment.

It is essential that these people be allowed to solve their own problems. But we have to provide them with the opportunity to prepare themselves for the battle.

In New Jersey, we have three Job Corps installations where youths from poor families can receive the education and training they need to establish themselves as members of the taxpaying community. We are proud of what has been accomplished.

We are proud of the 74 New Jersey residents who are working as VISTA volunteers throughout the Nation and we are grateful for the 47 VISTA volunteers working in our State.

The people of New Jersey have helped themselves by planning programs with OEO. They want these programs continued. And they want to search for new solutions to the problems of poverty.

We cannot afford to destroy their hopes and their aspirations at this point. We must provide the funds to continue present programs and to search new answers. I urge the Senate to accept this amendment.

The PRESIDING OFFICER. Who yields time?

Mr. HILL. I yield 1 minute to the Senator from Washington.

#### SUBSTITUTION OF CONFEREES ON S. 827, NATIONWIDE TRAILS BILL

Mr. JACKSON. Mr. President, I ask unanimous consent that the Senator from California [Mr. KUCHEL], and the Senator from Colorado [Mr. ALLOTT] be excused as conferees on S. 827, the nationwide trails measure, and that the Senator from Idaho [Mr. JORDAN] and the Senator from Wyoming [Mr. HANSEN] be appointed in their places.

The PRESIDING OFFICER. Without objection, it is so ordered.



DEPARTMENTS OF LABOR, AND  
HEALTH, EDUCATION, AND WEL-  
FARE APPROPRIATIONS, 1969

The Senate resumed the consideration of the bill (H.R. 18037) making appropriations for the Departments of Labor, and Health, Education, and Welfare, and related agencies, for the fiscal year ending June 30, 1969, and for other purposes.

The PRESIDING OFFICER. Does the Senator from Alabama yield back the remainder of his time?

Mr. HILL. I yield back the remainder of my time.

The PRESIDING OFFICER. All time having been yielded back, the question is on agreeing to the amendment of the Senator from Rhode Island. On this question the yeas and nays have been ordered and the clerk will call the roll.

The bill clerk called the roll.

Mr. BYRD of West Virginia. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Nevada [Mr. CANNON], the Senator from Florida [Mr. HOLLAND], the Senator from Hawaii [Mr. INOUE], the Senator from North Carolina [Mr. JORDAN], the Senator from Georgia [Mr. TALMADGE], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from Alaska [Mr. BARTLETT], the Senator from Indiana [Mr. BAYH], the Senator from Nevada [Mr. BIBLE], the Senator from Maryland [Mr. BREWSTER], the Senator from North Dakota [Mr. BURDICK], the Senator from Idaho [Mr. CHURCH], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Massachusetts [Mr. KENNEDY], the Senator from Missouri [Mr. LONG], the Senator from Louisiana [Mr. LONG], the Senator from Washington [Mr. MAGNUSON], the Senator from Minnesota [Mr. MCCARTHY], the Senator from Oklahoma [Mr. MONRONEY], the Senator from Maine [Mr. MUSKIE], and the Senator from Florida [Mr. SMATHERS] are necessarily absent.

On this vote the Senator from Indiana [Mr. BAYH] is paired with the Senator from Florida [Mr. HOLLAND]. If present and voting, the Senator from Indiana would vote "yea," and the Senator from Florida would vote "nay."

I further announce that, if present and voting, the Senator from Alaska [Mr. BARTLETT], the Senator from Maryland [Mr. BREWSTER], the Senator from North Dakota [Mr. BURDICK], the Senator from Washington [Mr. MAGNUSON], and the Senator from Texas [Mr. YARBOROUGH] would each vote "yea."

Mr. DIRKSEN. I announce that the Senator from Colorado [Mr. ALLOTT] is absent on official business.

The Senators from Vermont [Mr. AIKEN and Mr. PROUTY], the Senator from Utah [Mr. BENNETT], the Senator from Massachusetts [Mr. BROOKE], the Senator from New Hampshire [Mr. COTTON], the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA], the Senator from Colorado [Mr. DOMINICK], the Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], the Senator from Kentucky [Mr. MORTON], the Senator from Maine [Mrs. SMITH],

and the Senator from Texas [Mr. TOWER] are necessarily absent.

If present and voting, the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA], the Senator from Maine [Mrs. SMITH], and the Senator from Texas [Mr. TOWER] would each vote "nay."

On this vote, the Senator from California [Mr. KUCHEL] is paired with the Senator from Utah [Mr. BENNETT]. If present and voting, the Senator from California would vote "yea," and the Senator from Utah would vote "nay."

On this vote, the Senator from Massachusetts [Mr. BROOKE] is paired with the Senator from Colorado [Mr. DOMINICK]. If present and voting, the Senator from Massachusetts would vote "yea," and the Senator from Colorado would vote "nay."

The result was announced—yeas 37, nays 26, as follows:

[No. 265 Leg.]

YEAS—37

Byrd, W. Va.	Jackson	Pearson
Case	Javits	Pell
Clark	Mansfield	Percy
Cooper	McGee	Proxmire
Dodd	McGovern	Randolph
Gore	McIntyre	Ribicoff
Griffin	Metcalfe	Scott
Gruening	Mondale	Symington
Harris	Montoya	Tydings
Hart	Morse	Williams, N.J.
Hartke	Moss	Young, Ohio
Hatfield	Nelson	
Hayden	Pastore	

NAYS—26

Baker	Hansen	Murphy
Boggs	Hickenlooper	Russell
Byrd, Va.	Hill	Sparkman
Carlson	Hollings	Spong
Dirksen	Jordan, Idaho	Stennis
Eastland	Lausche	Thurmond
Ellender	McClellan	Williams, Del.
Ervin	Miller	Young, N. Dak.
Fannin	Mundt	

NOT VOTING—36

Aiken	Cotton	Long, La.
Allott	Curtis	Magnuson
Anderson	Dominick	McCarthy
Bartlett	Fong	Monroney
Bayh	Fulbright	Morton
Bennett	Holland	Muskie
Bible	Hruska	Prouty
Brewster	Inouye	Smathers
Brooke	Jordan, N.C.	Smith
Burdick	Kennedy	Talmadge
Cannon	Kuchel	Tower
Church	Long, Mo.	Yarborough

So Mr. PASTORE's amendment was agreed to.

Mr. PASTORE. Mr. President, I move that the vote by which the amendment was adopted be reconsidered.

Mr. JAVITS and Mr. BYRD of West Virginia moved to lay the motion on the table.

The motion to lay on the table was agreed to.

AMENDMENT NO. 934

Mr. NELSON. Mr. President, I call up my Amendment No. 934 and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The legislative clerk read as follows:

On page 16, line 21, in lieu of \$17,300,000" insert "\$31,200,000".

Mr. NELSON. Mr. President, I ask unanimous consent to yield briefly to the Senator from Tennessee [Mr. GORE], and that the time be taken from the bill.

Mr. BYRD of West Virginia. Mr. President, how much time does the Senator desire?

Mr. GORE. Five minutes.

Mr. BYRD of West Virginia. Mr. President, I yield 5 minutes to the Senator from Tennessee on the bill.

The PRESIDING OFFICER. The Senator from Tennessee is recognized for 5 minutes.

NONPROLIFERATION OF NUCLEAR  
WEAPONS TREATY WITH THE  
SOVIET UNION

Mr. GORE. Mr. President, I am concerned about a possible delay in consideration and ratification of the Treaty on Nonproliferation of Nuclear Weapons.

Those who have suggested a delay seem to regard the ratification of this treaty as, in some way, a favor to the Soviet Union.

As the Senate's delegate-adviser to the conference in Geneva, I am keenly aware of how earnestly the United States has sought the conclusion of this treaty for more than 4 years.

After diligent and earnest negotiation, the United States finally succeeded in concluding this treaty with the Soviet Union and Great Britain. The U.S. Government has assiduously sought adherence to the treaty by other nations. We have had magnificent success. Almost 80 nations have now adhered to the treaty. True, there are some who have not yet adhered; namely, India, Israel, West Germany, and others, but there are indications that these countries, and others, will adhere, unless the United States hesitates, unless the United States, out of timidity in an election year, slows down the momentum, thus creating doubt.

Mr. President, it is eminently in the interest of the United States to discourage the proliferation of nuclear weapons because, in case of a nuclear conflagration, it would be the United States and other great nuclear powers that would be in grave danger.

I wish to acknowledge that, in my view, the ratification of this treaty by many nations would also be in the interest of the Soviet Union. It is in our mutual interest. This is the only basis upon which a treaty can be concluded between two great powers. But, it is also in the interest of all mankind.

Yet, it is suggested that we hesitate, that we create doubts in the minds of those who have already adhered to it, at our urging, and those who have not yet adhered to it, but whose adherence we beseech.

Yes, as I have said, there is a mutual-ity of interest in the ratification of this treaty. Indeed, there is no graver mutual-ity between nations great or small than mutual survival.

I would not wish to ratify the treaty as an approval of what Russia has done in Czechoslovakia. I have denounced that, and I denounce it here on the floor of the Senate. But, let us not bite off our nose to spite our face.

This is a time for the Senate to show some courage and proceed, despite irritations and obstacles, discouragements and disillusionments, to act in the national interest, in the interest of world peace, in the interest of lessening the









Sept. 9, 1968

1. ADJOURNED until Wed., Sept. 11. p. S10499

HOUSE

2. PEARS. Rejected, 111-165, H. R. 10564, to provide marketing orders for pears for canning or freezing. pp. H8351-61

3. APPROPRIATIONS. Conferees were appointed on H. R. 17023, the Independent Offices and HUD appropriation bill, 1969. Senate conferees have been appointed. p. H8351

4. FOREIGN AID. The conferees agreed to file a report on H. R. 15263, the foreign aid bill (p. D806). Inserted in the "Daily Digest" is a table comparing House and Senate passed amounts and amounts agreed upon by the conferees (p. D807).

5. SCENIC RIVERS. The Rules Committee granted an open rule for consideration of H.R. 18260, to provide for a national scenic rivers system. p. D806

6. RECREATION. The Interior and Insular Affairs Committee reported with amendment H. R. 8970, to establish the North Cascades National Park and Ross Lake National Recreation Area, to designate the Pasayten Wilderness and to modify the Glacier Peak Wilderness, Wash. (H. Rept. 1870). p. H8425

7. LANDS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 17874, to extend the time for filing of applications for the selection of certain lands by Alaska. p. D806

8. REDWOOD PARK. The conferees agreed to file a report on S. 2515, to authorize the establishment of the Redwood National Park. p. D807

9. TRAILS. The conferees agreed to file a report on S. 827, to establish a nationwide system of trails. p. D807

0. BUDGET. Rep. Mahon summarized and inserted a release by Budget Bureau Director Zwick, "Summer Review of the 1969 Budget." pp. H8350, E7754-8

1. DAIRY IMPORTS. Rep. Langen stated the "six-month dairy import totals just released by the USDA confirm the need for the present Tariff Commission hearings to come forth with added restrictions." p. H8350

2. FARM PROGRAM. Rep. Findley spoke in support of a payment limitation in any extension of the farm program and inserted a list of payments of \$20,000 or more under the 1967 farm programs. pp. H8362-407

Rep. Zwach expressed concern over "low" rural income and inserted a letter he sent the President asking relief for this situation. p. H8362-3

3. TRANSPORTATION. Rep. Schwengel inserted a paper prepared for the Highway Safety Committee of the National Research Council, "Some Safety Aspects of the Size and Weight of Vehicles." pp. H8407-10

4. POTOMAC RIVER. Rep. Mathias, Md., spoke in support of legislation to protect and develop the Potomac River Valley. pp. H8411-12

15. NATURAL RESOURCES. Rep. Aspinall inserted an address, "Responsibilities in Utilizing Natural Resources to the Greatest Advantage." pp. H8412-14

EXTENSION OF REMARKS

26. LANDS. Rep. Aspinall inserted an article focusing attention on some of the problems that surround the administration of our public lands. p. E7741
27. FARM PROGRAM. Rep. Madden stated that "few Members of Congress realize the terrific financial drain the Agricultural Act of 1965 has inflicted on the American taxpayers and also its relations with the Commodity Credit Corporation." pp. E7758-9
28. INTERGOVERNMENTAL RELATIONS. Rep. Brademas inserted his address before the American Political Science Ass'n., "Government, the Foundations, and the Universities" pp. E7764-6
29. FOREIGN AID; REPORT. Rep. Cunningham reported to his constituents on the "growing and unbelievable waste in the foreign aid program." pp. E7773-4
30. CONSUMER CREDIT. Rep. Sullivan stated that enactment of consumer credit legislation will result in a vast improvement in the quantity and relevance of the information given to consumers in the utilization of credit, and inserted her speech, "Hardheaded But Not Hardhearted Credit Policies." pp. E7774-6

BILLS INTRODUCED

31. FOREIGN TRADE. H. R. 19608 by Rep. Monagan, to amend the Trade Expansion Act of 1962; to the Ways and Means Committee.
32. RURAL AREAS. H. R. 19610 by Rep. Robison, to establish a community self-determination program to aid the people of urban and rural communities in securing gainful employment, achieving the ownership and control of the resources of their community, expanding opportunity, stability, and self-determination, and making their maximum contribution to the strength and well-being of the Nation; to the Ways and Means Committee.
33. TAXES. H. R. 19613 by Rep. Zwach, to amend the Internal Revenue Code of 1954 to eliminate the requirements relating to declarations of estimated tax in the case of taxpayers who are farmers (or fishermen), by providing that the filing of an income tax return (on or before April 15) by any such taxpayer shall satisfy such requirements; to Ways and Means Committee.

0

COMMITTEE HEARINGS SEPT. 10:

General farm legislation, H. Agriculture (exec).

Flat fee for certain import inspections, H. Ways and Means (exec) (Mulhern, ARS, to testify).

Nationwide system of trails, conferees (exec).

oOo



## FOREIGN ASSISTANCE ACT OF 1968 (FISCAL YEAR 1969)

[In thousands of dollars]

Program	(1) House	(2) Senate	(3) Conference	(4) Difference (H=House; S=Senate)
Development Loan Fund.....	350,000	350,000	350,000	
Technical cooperation and development grants.....	200,000	200,000	200,000	
American schools and hospitals abroad.....	13,000	14,600	14,600	H+1,600
Local currency.....	5,100	5,100	5,100	
Survey of investment opportunities.....	1,250			H-1,250
Alliance for Progress.....	420,000	420,000	420,000	
Loans.....	(330,000)	(330,000)	(330,000)	
Grants.....	(90,000)	(90,000)	(90,000)	
Partners of the Alliance.....	500	200	350	H-150 S+150
International organizations and programs.....	130,000	135,000	135,000	H+5,000
Children's Fund.....	1,000	1,000	1,000	
Indus Basin <sup>1</sup> .....				
Supporting assistance.....	420,000	400,000	410,000	H-10,000 S+10,000
Contingency fund.....	10,000	10,000	10,000	
Administrative expenses:				
AID.....	53,000	50,000	53,000	S+3,000
Department of State.....	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	
Total economic assistance.....	1,603,850	1,585,900	1,599,050	H-4,800 S+13,150
Military assistance.....	390,000	360,000	375,000	H-15,000 S+15,000
Total economic and military assistance.....	1,993,850	1,945,900	1,974,050	H-19,800 S-28,150

<sup>1</sup> The Foreign Assistance Act of 1967 authorized \$51,220,000 for use beginning fiscal year 1969 for this purpose. The Executive requests \$12,000,000 for fiscal 1969.

<sup>2</sup> Existing law contains permanent authorization.

## REDWOOD NATIONAL PARK

*Conferees*, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of S. 2515, authorizing establishment of Redwood National Park, Calif.

## TRAILS SYSTEM

*Conferees* met in executive session to resolve the differences between the Senate- and House-passed versions of S. 827, to establish a nationwide system of trails for recreation purposes, but did not reach final agreement and will meet again tomorrow.

COMMITTEE MEETINGS FOR TUESDAY,  
SEPTEMBER 10

(All meetings are open unless otherwise designated)

## Senate

*Committee on Commerce, Surface Transportation Subcommittee*, to continue hearings on S. 3714, to amend the Interstate

Commerce Act so as to authorize contracts between freight forwarders and railroads, 9 a.m., 5110 New Senate Office Building.

*Committee on Foreign Relations*, executive, to consider unfinished committee business, 10:30 a.m., room S-116, Capitol.

*Committee on the Judiciary*, executive, on committee business, 10:30 a.m., 2300 New Senate Office Building.

Subcommittee on Antitrust and Monopoly, to resume hearings on competition in military procurement, 9:30 a.m., 1114 New Senate Office Building.

## House

*Committee on Agriculture*, full committee, executive, to discuss the status of general farm legislation, 10 a.m., 1301 Longworth House Office Building.

*Committee on Appropriations*, Subcommittee on Defense, executive, to consider pending business, 10 a.m., H-140, Capitol.

*Committee on Foreign Affairs*, full committee, executive, to receive a briefing from Secretary of State Rusk on the world situation, 10 a.m., 2172 Rayburn House Office Building.

*Committee on Interior and Insular Affairs*, Subcommittee on Territorial and Insular Affairs, to consider S. 3207 and H.R. 18205, providing for the continuance of civil government for the Trust Territory of the Pacific Islands; and H.R. 18799, relating to the issuance of revenue bonds by the Territory of Guam; in executive session, H.R. 15151 and S. 1763, to promote the eco-

*Next meeting of the SENATE*

12:00 noon, Wednesday, September 11

conomic development of Guam; 9:45 a.m., 1324 Longworth House Office Building.

*Committee on Interstate and Foreign Commerce*, Subcommittee on Commerce and Finance, executive, to consider H.R. 14742 and S. 3724, regulation of mutual funds, 10 a.m., 2123 Rayburn House Office Building.

*Committee on Post Office and Civil Service*, Subcommittee on Postal Rates, to hold a hearing on H.R. 19415, to provide for a delay, or a waiver, of the conditions of mailing articles at the special fourth-class rate or at the library rate, 10 a.m., 210 Cannon House Office Building.

*Next meeting of the HOUSE OF REPRESENTATIVES*

12:00 noon, Tuesday, September 10

*Committee on Ways and Means*, full committee, executive, to consider pending business, 10 a.m., committee room, Longworth House Office Building.

**Joint Committee**

*Conferees*, executive, on S. 3769, proposed Higher Education Amendments of 1968, 1 p.m., room EF-100, Capitol.

*Conferees*, executive, on S. 827, to establish a nationwide system of trails for recreation purposes, 2 p.m., room H-403, Capitol (atomic energy room).

### Extensions of Remarks of the following Members appear in this issue

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Brasco, Frank J., N.Y., E7759  
Bray, William G., Ind., E7771  
Cunningham, Glenn, Nebr., E7773  
Dingell, John D., Mich., E7762

Dirksen, Everett McKinley, Ill., E7741  
Garmatz, Edward A., Md., E7760  
Hagan, G. Elliott, Ga., E7759  
Horton, Frank, N.Y., E7778  
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Madden, Ray J., Ind., E7758  
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Sullivan, Leonor K., Mo., E7774



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# DIGEST of Congressional Proceedings

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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Issued September 13, 1968  
For actions of September 12, 1968  
90th-2nd. No. 148

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HIGHLIGHTS: House passed scenic rivers bill. Senate passed Oreg. wilderness bill. House received conference report on trails bill. House agreed to conference report on Redwood Park bill.

### SENATE

WATER RESOURCES. Agreed to the conference report on S. 1004, to authorize the central Arizona reclamation project. This bill will now be sent to the President. pp. S10648-73

Agreed to the conference report on S. 20, to provide for a comprehensive review of national water resource problems and programs by a National Water Commission. This bill will now be sent to the President. p. S10636

Passed without amendment H. R. 9362, to authorize the Mountain Park reclamation project, Okla. (p. S10633). This bill will now be sent to the President.

2. LANDS. The Interior and Insular Affairs Committee reported without amendment H. R. 1340, to authorize the Secretary of the Interior to accept donations of lands for, and to construct, administer, and maintain an extension of the Blue Ridge Parkway, N.C. and Ga. (S. Rept. 1537). p. S10643

The Interior and Insular Affairs Committee reported with amendment S. 3406, to amend the act providing for admission of Alaska into the Union in order to extend the time for filing applications for selection of certain lands by such State (S. Rept. 1567). p. S10643

3. WILDERNESS. Passed as reported S. 2751, to designate the Mount Jefferson Wilderness, Willamette, Deschutes, and Mount Hood National Forests, Oreg. pp. S10632-3

4. NATIVES. Agreed to without amendment S. Con. Res. 11, to encourage development of programs to bring American Indians and Alaska natives to a social and economic level of fully participating citizens. pp. S10634-5

5. BANKRUPTCY LAWS. Passed without amendment S. J. Res. 100, to create a commission to study the bankruptcy laws of the U. S. p. S10630

6. COMMITTEE ASSIGNMENTS. Sen. Goodell, N.Y., was assigned to the Agriculture and Forestry Committee; and Sens. Percy, Ill., and Brooke, Mass., to the Government Operations Committee. Sen. Hatfield, Oreg., was transferred from the Agriculture and Forestry Committee; and Sens. Hansen, Wyo., and Baker, Tenn., from the Government Operations Committee. Other assignments were also made. p. S10647

7. NOMINATION. Received the nomination of Ted J. Davis, Okla., to be an Assistant Secretary of Agriculture. p. S10714

8. HORSES. Sen. Mansfield inserted a statement from the Bureau of Land Management which states Interior Department has set aside a 31,000 acre wild horse and wildlife range in the Pryor Mountains along the Mont.-Wyo. border. pp. S10635-6

9. TAXATION. Sen. Anderson submitted an amendment intended to be proposed by him to S. 2767, to strike section 5 of the soil conservation bill to exempt certain organizations from taxes on any profits made in the competitive advertising business. p. S10646

10. ANTIDUMPING CODE. Sen. Tydings criticized including the antidumping code amendment in the renegotiation bill. pp. S10673-4

#### HOUSE

11. TRAILS. Received the conference report on S. 827, to establish a nationwide system of trails (H. Rept. 1891). The conference report contains these provisions: Reaffirms the importance attributed to the development of these



trails near our cities; however, does not preclude the designation of other suitable recreation trails as national recreation trails if they are somewhat more remotely located. Authorizes the "immediate establishment of the Appalachian National Scenic Trail, to be administered by the Secretary of the Interior, and the Pacific Crest National Scenic Trail, to be administered by the Secretary of Agriculture." Prohibits condemnation insofar as the acquisition of lands for the Pacific Crest Trail is concerned. Authorizes the appropriate Secretaries to promulgate reasonable regulations to govern the use of motorized vehicles on or across the trails under specified conditions. Authorizes a total of \$5,500,000 for land acquisition for the two trails. It is the general understanding of the conferees "that the Secretaries should prepare comprehensive master plans of the proposed development program for the scenic trails under their jurisdiction and present such plans to the two committees prior to their request for appropriations." pp. H8583-6

12. REDWOOD NATIONAL PARK. Agreed to, 329-1, the conference report on S. 2515, to authorize the establishment of the Redwood National Park. pp. H8586-95
13. SCENIC RIVERS. Passed with amendment (to substitute the language of H. R. 18260) S. 119, to provide for a national scenic rivers system. H. R. 18260, a similar bill, was passed earlier, 265-7, with amendments and was tabled. pp. H8595-618
14. AGING. Concurred in Senate amendments to H. J. Res. 1371, that it be the sense of Congress that a White House Conference on Aging be called by the President in 1971. This measure will now be sent to the President. pp. H8549-51  
A subcommittee of the Education and Labor Committee approved for full committee action H. R. 17867, to strengthen and improve the Older Americans Act of 1965. p. D823
15. APPROPRIATIONS. Passed, 334-7, without amendment H. R. 18707, the Defense Department appropriation bill, 1969. A motion by Rep. Kupferman to recommit the bill was rejected. pp. H8551-82, H8623
16. REORGANIZATION. Reps. Anderson, Morton, and Schwengel spoke in support of congressional reorganization. pp. H8549, H8625-31
17. FOREIGN TRADE. Rep. Sikes stated the President's committee "to advise him on foreign trade" needs wider representation noting that fruits and vegetables, hardwood plywood, and fishery products have no representation. pp. H8631-2
18. HUNGER. Rep. Gonzalwz stated that "CBS News has yet to explain its actions or prove its allegations" regarding the "Hunger in America" program. pp. H8632-4
19. TAXATION; EXPENDITURES. Rep. Dingell objected to the requirements in the Revenue and Expenditure Control Act that the overall budget be reduced by \$6 billion and that agencies reduce their employment levels to those prevailing on June 30, 1966. He inserted letters from various departments and agencies in response to his inquiry regarding the subject which he stated "confirm my view that the two provisions...are unwise." pp. H8641-51

20. PURCHASING. Received a GAO report on the opportunity to reduce costs substantially in acquiring teletypewriters for use in the advanced record system communications network. p. H8655
21. LIBRARIES. Received the annual report of the Library of Congress (H. Doc. 215). p. H8655
22. RECREATION. Received from the Bureau of Outdoor Recreation a report, "New England Heritage--The Connecticut River National Recreation Area Study." p. H8655
23. FISHERIES. The Merchant Marine and Fisheries Committee reported with amendment H. R. 18808, to extend the provisions of the Commercial Fisheries Research and Development Act of 1964 (H. Rept. 1893).
24. LEGISLATIVE PROGRAM. Rep. Albert announced the following program for next week: Mon. is Consent Calendar day, and the following bills will be considered under suspension: Federal construction health and safety; intergovernmental cooperation; fish protein concentrate; Padre Island National Seashore, Guam rehabilitation; Ohio land conveyance; S. C. State Commission of Forestry land conveyance; Commission on Negro History and Culture; fisheries research and development; water resources planning; Great Swamp National Wildlife Refuge wilderness; Eklutna project, Alaska; North Cascades National Park and Ross Lake National Recreation Area; and filing of applications for certain Alaska lands. Wed. and the balance of the week, the supergrade, and civil service retirement financing bills. pp. H8618-19
25. ADJOURNED until Mon., Sept. 16. p. H8655

EXTENSION OF REMARKS

26. SUGAR FARMERS. Speech by Rep. Willis explaining the provisions of and appealing for support of his bill H. R. 19575, to qualify surplus sugar under the commodity distribution program under section 32 of Public Law 320, 74th Congress. p. E7897
27. LOANS. Rep. Davis inserted Secretary Freeman's speech on the occasion of the first FHA loan ceremony in Ga., under the Housing Act of 1968. pp. E7899
28. OPINION POLLS. Rep. Thompson, N. J., and Rep. Brademas inserted the results of opinion polls which include items of interest to this Department. pp. E7904-6 E7911-2
29. FARM PROGRAM. Speech by Rep. Findley favoring the \$20,000 limitation on total subsidy payments to each farmer and objecting to CCC exemption from expenditure cuts. He said "I urge each of you to join me in opposing any conference report to extend the Food and Agriculture Act of 1965 beyond its current expiration scheduled for the end of 1969, which does not include a \$20,000 limitation on individual payments." p. E7907  
Rep. Conte inserted the text of an article which he said demonstrates widespread public support for a more equitable and effective farm subsidy program. pp. E7926-7



## NATIONWIDE SYSTEM OF TRAILS

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SEPTEMBER 12, 1968.—Ordered to be printed

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Mr. ASPINALL, from the committee of conference,  
submitted the following

### CONFERENCE REPORT

[To accompany S. 827]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 827) entitled "An act to establish a nationwide system of trails, and for other purposes," having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill, and agree to the same with an amendment as follows:

In lieu of the matter inserted by the House amendment insert the following:

#### SHORT TITLE

*SECTION 1. This Act may be cited as the "National Trails System Act."*

#### STATEMENT OF POLICY

*SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within established scenic areas more remotely located.*

*(b) the purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation and scenic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.*

## NATIONAL TRAILS SYSTEM

SEC. 3. The national system of trails shall be composed of—

(a) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

## NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

- (i) such trails are reasonably accessible to urban areas, and
- (ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved—

(i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and, or

(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the State.

## NATIONAL SCENIC TRAILS

SEC. 5. (a) National scenic trails shall be authorized and designated only by Act of Congress. There are hereby established as the initial National Scenic Trails:

(1) The Appalachian Trail, a trail of approximately two thousand miles extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as "Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-101-May 1967", which shall be on file and available for public



inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

(2) The Pacific Crest Trail, a trail of approximately two thousand three hundred fifty miles, extending from the Mexican-California border northward generally along the mountain ranges of the west coast states to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map, identified as "Nationwide System of Trails, Proposed Pacific Crest Trail, NST-PC-103-May 1967" which shall be on file and available for public inspection in the office of the Chief of the Forest Service. The Pacific Crest Trail shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior.

(3) The Secretary of the Interior shall establish an advisory council for the Appalachian National Scenic Trail, and the Secretary of Agriculture shall establish an advisory council for the Pacific Crest National Scenic Trail. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards of the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve without compensation or expense to the Federal Government for a term of five years and shall be appointed by the appropriate Secretary as follows:

(i) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

(ii) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States;

(iii) One or more members appointed to represent private organizations, including landowners and land users, that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations: *Provided, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and*

(iv) The Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(b) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies,

public and private organizations, and landowners and land users concerned. When completed, such studies shall be the basis of appropriate proposals for additional national scenic trails which shall be submitted from time to time to the President and to the Congress. Such proposals shall be accompanied by a report, which shall be printed as a House or Senate document, showing among other things—

(1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental, purposes;

(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic trail;

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interest in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof; and

(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(3) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(4) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.



(5) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(6) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(7) Kittanning Trail from Shirleysburg in Huntingdon County to Kittanning, Armstrong County, Pennsylvania.

(8) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(9) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(10) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(11) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(12) Gold Rush Trails in Alaska.

(13) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

(14) El Camino Real from St. Augustine to San Mateo, Florida, approximately 20 miles along the southern boundary of the St. Johns River from Fort Caroline National Memorial to the St. Augustine National Park Monument.

#### CONNECTING AND SIDE TRAILS

SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: Provided, That such trails provide additional points of public access to national recreation or scenic trails.

#### ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for National Scenic Trails and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: Provided, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for that specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the

administration of a national scenic trail may relocate segments of a national scenic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: Provided, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic trails may contain campsites, shelters, and related public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: Provided, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: Provided further, That private lands included in the national recreation or scenic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation and scenic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation or scenic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange: Provided, That not more than twenty-five acres in any one mile may be acquired without the consent of the owner.

(e) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage



the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic trail: *Provided, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein within two years after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: Provided, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.*

(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases, where in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than twenty-five acres in any one mile and when used such authority shall be limited to the most direct or practicable connecting trail right-of-way: Provided further, That condemnation is prohibited with respect to all acquisition of lands or interest in lands for the purposes of the Pacific Crest Trail. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act.*

(h) The Secretary charged with the administration of a national recreation or scenic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may

enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of a national scenic trail either within or outside a federally administered area.

Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation or scenic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in



accordance with the laws applicable to the national park system and the national forest system, respectively: Provided, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

#### AUTHORIZATION OF APPROPRIATIONS

SEC. 10. There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail.

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill.

WAYNE N. ASPINALL,  
ROY A. TAYLOR,  
HAROLD T. JOHNSON,  
JOHN P. SAYLOR,  
JOE SKUBITZ,

*Managers on the Part of the House.*

HENRY M. JACKSON,  
FRANK E. MOSS,  
GAYLORD NELSON,  
LEN B. JORDAN,  
CLIFFORD B. HANSEN,

*Managers on the Part of the Senate.*

## STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House on the disagreeing votes of the two Houses on the amendment of the House to the bill, S. 827, to establish a nationwide system of trails, and for other purposes, submit this statement in explanation of the effect of the language recommended and adopted in the accompanying conference report.

The committee of conference adopted the form of the House language. The differences between the language of the House amendment and the language agreed to in conference are explained herein along with other matters involved in the legislation which warrant comment or require clarification.

The House amendment emphasized the establishment and development of recreation trails in or near urban areas where the demand for recreation opportunities is the greatest. The Senate version of the bill provided for park, forest, and other recreation trails which would help meet these same recreation needs. In adopting the basic language of the House, the conference committee reaffirms the importance attributed to the development of these trails near our cities; however, it does not preclude the designation of other suitable recreation trails as national recreation trails if they are somewhat more remotely located.

Another important objective of the two bills was to encourage the establishment and development of national scenic trails. Although the House amendment provided for the immediate authorization of the Appalachian Trail as the initial national scenic trail, the Senate version of the bill called for the Pacific Crest Trail, the Potomac Heritage Trail, and the northern sector of the Continental Divide Trail to be designated as national scenic trails, as well. The conference committee adopted language authorizing the immediate establishment of the Appalachian National Scenic Trail, to be administered by the Secretary of the Interior, and the Pacific Crest National Scenic Trail, to be administered by the Secretary of Agriculture.

Other trails are to be studied for possible future authorization by Congress as national scenic trails. The conference committee adopted the House amendment which requires prior authorization for the comprehensive studies to be undertaken and authorized the study of the 14 trails listed in the recommended bill. Under the Senate version of the bill, the nature of the studies to be undertaken was not outlined in detail and the studies were not required to be submitted to the Congress, as was the case in the House amendment which the conference committee adopted.

The House amendment provided that land acquisition for the purposes of national scenic trails should be limited to no more than 25 acres in any one mile and, where the use of condemnation would be required, it provided that only such title as would be reasonably necessary to provide passage across the disputed lands would be



authorized. The intent of that language was to limit the use of condemnation to those cases where no reasonable or suitable alternate location of the trail, as determined by the Secretary, would be adequate to maintain the continuity of the trail. Comparable provisions of the Senate version of the bill provided that 50 acres of land per mile could be acquired; however, fee acquisition, without the owner's consent, was limited to no more than 25 acres per mile. In addition, the Senate language would have prohibited the use of condemnation where 60 percent of the lands within a trail area is publicly owned. In resolving these differences, the conference committee adopted the House language with an amendment prohibiting, absolutely, the use of condemnation insofar as the acquisition of lands for the Pacific Crest Trail is concerned, because approximately four-fifths of the land in that area is already publicly owned.

Both the House and Senate versions of the bill prohibited the use of motorized vehicles by the general public on national scenic trails; however, they both attempted to deal with the problems arising from other needs along the trails. Rather than limiting such use of the scenic trails to "reasonable crossings", as provided by the Senate language, the conference committee adopted the House amendment which authorizes the appropriate Secretaries to promulgate reasonable regulations to govern the use of motorized vehicles on or across the national scenic trails under specified conditions. Horseback riding is not prohibited on the scenic trails, as a general rule; and the language stating that the Appalachian Trail is to be administered "primarily as a footpath" is not to be construed as prohibiting horseback riding on the segments of that trail where it is presently an accepted and customary recreation use. Unlike the scenic trails, the recreation trails may be established and developed for particular recreation uses. Under the language recommended by the conference committee, appropriate areas might be developed as bicycle trails, jogging trails, "tote goat" trails, bridle paths, or strolling paths or some reasonable combination of such uses. The aim of recreation trails is to satisfy a variety of recreation interests primarily at locations readily accessible to the population centers of the Nation.

The House amendment included a provision authorizing the Secretaries to grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to national park and forest lands. Such easements or rights-of-way were required to be related to the policy and purposes of this legislation and not based upon existing regulations relating to power transmission line rights-of-way. The Senate version of the bill was silent on this matter, but the conference committee adopted an amended version of the House language which requires that any conditions placed upon applicants for an easement or right-of-way with respect to a component of the national trails system must be related to the purposes of this act.

The Senate version of the bill authorized an appropriation of \$10,000,000 for land acquisition for the first 5 years for the four national scenic trails which it would have established. Comparatively, the House amendment authorized \$5,000,000 for land acquisition for the Appalachian Trail. In light of the amendments adopted by the conference committee, the recommended provision authorizes a total of \$5,500,000 for land acquisition for the Appalachian and Pacific Crest Trails.

Development plans have not been determined in full. While both the House and Senate Committees on Interior and Insular Affairs recognize that the Appropriations Committees exercise careful surveillance over these matters, it was the general understanding of the conferees that the Secretaries should prepare comprehensive master plans of the proposed development program for the scenic trails under their jurisdiction and present such plans to the two committees prior to their request for appropriations. It was with this understanding that the conferees deleted the language of the House amendment limiting the appropriations authorized for development purposes.

WAYNE N. ASPINALL,  
ROY A. TAYLOR,  
HAROLD T. JOHNSON,  
JOHN P. SAYLOR,  
JOE SKUBITZ,

*Managers on the Part of the House.*

○



guished career in Congress and in public life, was a missionary doctor in foreign lands.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

# CORRECTION OF VOTE

Mr. BETTS. Mr. Speaker, on rollcall No. 316 I am recorded as not voting. I was present and voted "yea." I ask unanimous consent that the permanent RECORD and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Ohio? There was no objection.

## CONFERENCE REPORT ON S. 827, TO ESTABLISH A NATIONWIDE SYSTEM OF TRAILS

Mr. ASPINALL submitted the following conference report and statement on the bill (S. 827) to establish a nationwide system of trails, and for other purposes.

### CONFERENCE REPORT (H. REPT. No. 1891)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the Bill (S. 827) entitled "An Act to establish a nationwide system of trails, and for other purposes", having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill, and agree to the same with an amendment as follows: In lieu of the matter inserted by the House amendment insert the following:

#### "SHORT TITLE

"SECTION 1. This Act may be cited as the 'National Trails System Act'.

#### "STATEMENT OF POLICY

"SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within established scenic areas more remotely located.

"(b) The purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation and scenic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

#### "NATIONAL TRAILS SYSTEM

"SEC. 3. The national system of trails shall be composed of—

"(a) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

"(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

"(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

"The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

#### "NATIONAL RECREATION TRAILS

"SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

"(i) such trails are reasonably accessible to urban areas, and

"(ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

"(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as 'National Recreation Trails' by the appropriate Secretary and, when no Federal land acquisition is involved—

"(1) trails in or reasonably accessible to urban areas may be designated as 'National Recreation Trails' by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and, or

"(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as 'National Recreation Trails' by the Secretary of the Interior with the consent of the State.

#### "NATIONAL SCENIC TRAILS

"SEC. 5. (a) National scenic trails shall be authorized and designated only by Act of Congress. There are hereby established as the initial National Scenic Trails:

"(1) The Appalachian Trail, a trail of approximately two thousand miles, extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as 'Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-101-May 1967', which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

"(2) The Pacific Crest Trail, a trail of approximately two thousand three hundred fifty miles, extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map, identified as 'Nationwide System of Trails, Proposed Pacific Crest Trail, NST-PC-103-May 1967' which shall be on file and available for public inspection in the office of the Chief of the Forest Service. The Pacific Crest Trail shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior.

"(3) The Secretary of the Interior shall establish an advisory council for the Appalachian National Scenic Trail, and the Secretary of Agriculture shall establish an advisory council for the Pacific Crest National Scenic Trail. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards of the erection and maintenance of markers along the trail, and the

administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve without compensation or expense to the Federal Government for a term of five years and shall be appointed by the appropriate Secretary as follows:

"(i) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

"(ii) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States;

"(iii) One or more members appointed to represent private organizations, including landowners and land users, that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations of the heads of such organizations: *Provided*, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and

"(iv) The Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

"(b) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. When completed, such studies shall be the basis of appropriate proposals for additional national scenic trails which shall be submitted from time to time to the President and to the Congress. Such proposals shall be accompanied by a report, which shall be printed as a House or Senate document, showing among other things—

"(1) the proposed route of such trail (including maps and illustrations);

"(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;

"(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic trail;

"(4) the current status of land ownership and current and potential use along the designated route;

"(5) the estimated cost of acquisition of lands or interest in lands, if any;

"(6) the plans for developing and maintaining the trail and cost thereof;

"(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);

"(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof; and

"(9) the relative uses of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employ-



ment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail.

"(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

"(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

"(2) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

"(3) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

"(4) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

"(5) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

"(6) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

"(7) Kittanning Trail from Shirelsburg in Huntingdon County to Kittanning, Armstrong County, Pennsylvania.

"(8) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

"(9) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

"(10) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

"(11) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

"(12) Gold Rush Trails in Alaska.

"(13) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico and Arizona to Los Angeles, California.

"(14) El Camino Real from St. Augustine to San Mateo, Florida, approximately 20 miles along the southern boundary of the St. Johns River from Fort Caroline National Memorial to the St. Augustine National Park Monument.

#### "CONNECTING AND SIDE TRAILS

"SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: *Provided*, That such trails provide additional points of public access to national recreation or scenic trails.

#### "ADMINISTRATION AND DEVELOPMENT

"SEC. 7. (a) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for National Scenic Trails and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: *Provided*, That in selecting the rights-of-way full consideration shall be

given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple use plans for that specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

"(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the administration of a national scenic trail may relocate segments of a national scenic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: *Provided*, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

"(c) National scenic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: *Provided*, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or landusers to have reasonable access to their lands or timber rights: *Provided further*, That private lands included in the national recreation or scenic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation and scenic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such

agencies to erect and maintain them in accordance with the standards established.

"(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation or scenic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange: *Provided*, That not more than twenty-five acres in any one mile may be acquired without the consent of the owner.

"(e) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic trail: *Provided*, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein within two years after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: *Provided*, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

"(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

"(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided*, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than twenty-five acres in any one mile and when used such authority shall be limited to the most direct or practicable connecting trail right-of-way: *Provided further*, That condemnation is prohibited with respect to all acquisition of lands or interests in lands for the purposes



of the Pacific Crest Trail. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act.

"(h) The Secretary charged with the administration of a national recreation or scenic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of a national scenic trail either within or outside a federally administered area.

"Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

"(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation or scenic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

#### "STATE AND METROPOLITAN AREA TRAILS

"SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

"(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

"(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

"(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate admin-

istering agencies with the approval of the Secretary of the Interior.

#### "RIGHTS-OF-WAY AND OTHER PROPERTIES

"SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture, as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: *Provided*, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

"(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

#### "AUTHORIZATION OF APPROPRIATIONS

"SEC. 10. There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail."

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill.

WAYNE N. ASPINALL,  
ROY A. TAYLOR,  
HAROLD T. JOHNSON,  
JOHN P. SAYLOR,  
JOE SKUBITZ,

*Managers on the Part of the House.*

HENRY M. JACKSON,  
FRANK E. MOSS,  
GAYLORD NELSON,  
LEN B. JORDAN,  
CLIFFORD B. HANSEN,

*Managers on the Part of the Senate.*

#### STATEMENT

The managers on the part of the House on the disagreeing votes of the two Houses on the amendment of the House to the bill, S. 827, to establish a nationwide system of trails, and for other purposes, submit this statement in explanation of the effect of the language recommended and adopted in the accompanying conference report.

The committee of conference adopted the form of the House language. The differences between the language of the House amendment and the language agreed to in conference are explained herein along with other matters involved in the legislation which warrant comment or require clarification.

The House amendment emphasized the establishment and development of recreation trails in or near urban areas where the demand for recreation opportunities is the greatest. The Senate version of the bill provided for park, forest and other recreation trails which would help meet these same recreation needs. In adopting the basic language of the House, the conference committee reaffirms the importance attributed to the development of these trails near our cities; however, it does not preclude the designation of other suitable recreation trails as national recreation trails if they are somewhat more remotely located.

Another important objective of the two bills was to encourage the establishment and development of national scenic trails. Although the House amendment provided for

the immediate authorization of the Appalachian Trail as the initial national scenic trail, the Senate version of the bill called for the Pacific Crest Trail, the Potomac Heritage Trail, and the northern sector of the Continental Divide Trail to be designated as national scenic trails, as well. The conference committee adopted language authorizing the immediate establishment of the Appalachian National Scenic Trail, to be administered by the Secretary of the Interior, and the Pacific Crest National Scenic Trail, to be administered by the Secretary of Agriculture.

Other trails are to be studied for possible future authorization by Congress as national scenic trails. The conference committee adopted the House amendment which requires prior authorization for the comprehensive studies to be undertaken and authorized the study of the fourteen trails listed in the recommended bill. Under the Senate version of the bill, the nature of the studies to be undertaken was not outlined in detail and the studies were not required to be submitted to the Congress, as was the case in the House amendment which the conference committee adopted.

The House amendment provided that land acquisition for the purposes of national scenic trails should be limited to no more than 25 acres in any one mile and, where the use of condemnation would be required, it provided that only such title as would be reasonably necessary to provide passage across the disputed lands would be authorized. The intent of that language was to limit the use of condemnation to those cases where no reasonable or suitable alternate location of the trail, as determined by the Secretary, would be adequate to maintain the continuity of the trail. Comparable provisions of the Senate version of the bill provided that 50 acres of land per mile could be acquired; however, fee acquisition, without the owner's consent, was limited to no more than 25 acres per mile. In addition, the Senate language would have prohibited the use of condemnation where 60 percent of the lands within a trail area is publicly owned. In resolving these differences, the conference committee adopted the House language with an amendment prohibiting, absolutely, the use of condemnation insofar as the acquisition of lands for the Pacific Crest Trail is concerned, because approximately four-fifths of the land in that area is already publicly owned.

Both the House and Senate versions of the bill prohibited the use of motorized vehicles by the general public on national scenic trails; however, they both attempted to deal with the problems arising from other needs along the trails. Rather than limiting such use of the scenic trails to "reasonable crossings," as provided by the Senate language, the conference committee adopted the House amendment which authorizes the appropriate Secretaries to promulgate reasonable regulations to govern the use of motorized vehicles on or across the national scenic trails under specified conditions. Horseback riding is not prohibited on the scenic trails, as a general rule; and the language stating that the Appalachian Trail is to be administered "primarily as a footpath" is not to be construed as prohibiting horseback riding on the segments of that trail where it is presently an accepted and customary recreation use. Unlike the scenic trails, the recreation trails may be established and developed for particular recreation uses. Under the language recommended by the conference committee, appropriate areas might be developed as bicycle trails, jogging trails, "tote goat" trails, bridle paths, or strolling paths or some reasonable combination of such uses. The aim of recreation trails is to satisfy a variety of recreation interests primarily at locations readily accessible to the population centers of the Nation.



The House amendment included a provision authorizing the Secretaries to grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to national park and forest lands. Such easements or rights-of-way were required to be related to the policy and purposes of this legislation and not based upon existing regulations relating to power transmission line rights-of-way. The Senate version of the bill was silent on this matter, but the conference committee adopted an amended version of the House language which requires that any conditions placed upon applicants for an easement or right-of-way with respect to a component of the national trails system must be related to the purposes of this act.

The Senate version of the bill authorized an appropriation of \$10,000,000 for land acquisition for the first 5 years for the four national scenic trails which it would have established. Comparatively, the House amendment authorized \$5,000,000 for land acquisition for the Appalachian Trail. In light of the amendments adopted by the conference committee, the recommended provision authorizes a total of \$5,500,000 for land acquisition for the Appalachian and Pacific Crest Trails.

Development plans have not been determined in full. While both the House and Senate Committees on Interior and Insular Affairs recognize that the Appropriations Committees exercise careful surveillance over these matters, it was the general understanding of the conferees that the Secretaries should prepare comprehensive master plans of the proposed development program for the scenic trails under their jurisdiction and present such plans to the two committees prior to their request for appropriations. It was with this understanding that the conferees deleted the language of the House amendment limiting the appropriations authorized for development purposes.

WAYNE N. ASPINALL,  
ROY A. TAYLOR,  
HAROLD T. JOHNSON,  
JOHN P. SAYLOR,  
JOE SKUBITZ,

*Managers on the Part of the House.*

## REDWOOD NATIONAL PARK

Mr. ASPINALL. Mr. Speaker, I call up the conference report on the bill (S. 2515) to authorize the establishment of the Redwood National Park in the State of California, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of September 11, 1968.)

Mr. ASPINALL (during the reading). Mr. Speaker, I ask unanimous consent that further reading of the statement be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

Mr. GROSS. Mr. Speaker, reserving the right to object, I assume that the gentleman will take at least a few minutes to explain the report.

Mr. ASPINALL. If the gentleman will yield to me, I intend to allow myself

9 minutes and then I shall yield to other individuals.

Mr. GROSS. Mr. Speaker, with that statement, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The SPEAKER. The gentleman from Colorado is recognized for 1 hour.

(Mr. ASPINALL asked and was given permission to revise and extend his remarks.)

### GENERAL LEAVE TO EXTEND

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent that all Members desiring to do so may insert their remarks in the RECORD during the debate and include extraneous matter.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

Mr. ASPINALL. Mr. Speaker, the House is now about to take its last step toward the creation of a meaningful Redwood National Park. The conference report, I am happy to say, has the unanimous support of all Members of both bodies who were on the conference committee, even though some of us may have wanted a little bit more or a little bit less than is recommended in the report. I want to take this opportunity to thank my colleagues from the House for their patience and help at the conference. I have been through quite a number of conferences, but I have rarely seen one in which all Members kept their equanimity as well as they did in this case.

The overall size of the Redwood National Park that the conference committee recommends is 55,569 acres, exclusive of submerged lands, with a small allowance for an upward adjustment due to errors in calculation, allowable boundary changes, and the like.

The 55,569 acres are composed of two classes of land. The first is State park land, if, but only if, the State of California chooses to donate it to the Government. The second is private land, most of which will be acquired by the Congress exercise of its powers of eminent domain and the remainder of which will be acquired in normal fashion.

The bulk of the State land—about 27,500 acres—is in three State parks—Jedediah Smith, Del Norte, and Prairie Creek. Two of these parks, Del Norte and Prairie Creek, were in the bill as it passed the House; the third, Jedediah Smith, was not. The inclusion of this last park accounts for 8,850 acres, or about one-third of the total increase in the acreage recommended by the conference committee over that which was in the bill as it first passed the House.

The remainder of the difference, about 19,000 acres, is made up of land that is now in private ownership. We on the conference committee were looking for two things in this connection. We wanted the park to include as much old-growth timber as possible. In other words, we were concerned more with the quality of what the park will contain than with its acreage. And we wanted it to include land along the coastline as far as we

could do so within reason. I believe we have achieved both objectives.

The measure as it is reported from the conference committee calls for the inclusion of nearly 10,900 acres of old-growth timber which is now privately owned. These are the trees that catch the imagination. Their height, their girth, their density are what the American people expect to see when they visit the redwood country. Fortunately, the State lands already preserve very substantial groves of these old trees. Our additional 10,900 acres will be a further significant contribution toward preserving them.

Four areas are particularly important in this regard. One is an area south of Jedediah Smith State Park along Mill Creek. Another is the Lost Man Creek drainage. A third is the Little Lost Man Creek drainage. And the fourth is along and, in its lower portion, to the east and west of Redwood Creek. There were those who argued vigorously for the inclusion also of the Skunk Cabbage drainage area—another old-growth area—but by that time the dollar sign loomed too large for it to be included.

It is not only redwoods that will make this park attractive to the American people. It is the coastline, too. Here, I believe, the conference committee achieved a notable objective. The park will include about 33 continuous miles of coast along the Pacific Ocean and will, in addition, include the submerged lands one-quarter mile out to sea. Our colleague from California in whose district this park lies has been vigorously supporting a Redwoods-to-the-Sea concept all along. We have not included all the coast that he recommended, but we have included a sizable portion of it. I want, at this time, to thank him for the contributions to our thinking that he has made and for his strong presentations to all of us on behalf of the interests of his district.

I mentioned a few minutes ago the exercise of the Congress powers of eminent domain and I chose my words precisely. We have an unusual situation here and we have devised an unusual, though not unprecedented, remedy. Instead of leaving it up to the executive agencies to decide when and whether to go into court with declarations of taking, the Congress will itself, once this bill is passed and signed by the President, have determined that the bulk of the land within the park is here and now in Government ownership, leaving the negotiations and judicial determinations of value until later. We did this for three principal reasons—first, to make certain that price escalation will not make it harder and harder to acquire the land, as has been the case in many other instances; second, to assure that all danger of cutting is eliminated; third, so that the major timber companies involved know immediately and as precisely as possible where they stand.

In connection with this exercise by the Congress of its eminent domain authority, I want to make one point abundantly clear. The bill provides that interest at the rate of 6 percent a year will be paid the present property owners on the value









# **DIGEST** of Congressional Proceedings

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HIGHLIGHTS. House received conference report recommending 1 year extension of farm program. Senate ordered school lunch bill to lie on table. House agreed to conference report on trails bill. House rejected resolution to clear supergrades bill. Conferees agreed to file report on scenic rivers bill. Senate concurred in House amendment to N. J. wilderness bill. Senate committee reported Davis nomination to be Assistant Secretary of USDA. Rep. Tunney introduced and discussed bills to provide rural-urban balance.

### HOUSE

1. FARM PROGRAM. Received the conference report on H. R. 17126, the farm bill (H. Rept. 1905). The conference substitute extends the Food and Agriculture Act of 1965 for 1 year and omits all other amendments. p. H8952
2. TRAILS. Agreed to the conference report on S. 827, to establish a nationwide system of trails (pp. H8884-6). See Digest 148 for provisions of conference report.

3. SUPERGRADES. Rejected, 134-221, a resolution for the consideration of H. R. 15890, to provide for additional supergrade positions in certain executive agencies. pp. H8889-94
4. SCENIC RIVERS. Conferees agreed to file a report on S. 119, to reserve certain public lands for a national wild rivers system. p. D845
5. BUDGET. Rep. Curtis claimed that the cutback of \$6 billion required in the tax increase and expenditure control bill "has been reversed" and that the net total budgeted outlays are now estimated to be \$191 billion for fiscal year 1969. p. H8882
6. TAXATION. The Ways and Means Committee reported with amendment H. R. 17332, to amend the Internal Revenue Code of 1954 regarding taxes on gasoline and oil used for agricultural purposes (H. Rept. 1901); and with amendments H. R. 14095, to make certain changes to facilitate the production of wine (H. Rept. 1899). p. H8961
7. FARM CREDIT. The Agriculture Committee reported without amendment H. R. 19418, to expedite retirement of Government capital from Federal intermediate credit banks, production credit associations, and banks for cooperatives (H. Rept. 1897) p. H8961
8. PERSONNEL. Agreed to a resolution for the consideration of H. R. 17682, civil service retirement financing (pp. H8898-900). This bill includes provisions that the period for determining average salary for annuity computation purposes would be changed from 5 years to 3 years, that unused sick leave would be added to the actual length of service for computing the annuity of an employee retiring or the annuity of the survivors of an employee dying in service, and that an extra 1 percent would be added to each annuity increase resulting from changes in the Consumer Price Index.  
Concurred in Senate amendments with an amendment, to H. R. 13844, to provide additional leave of absence for Federal employees in connection with the funerals of their immediate relatives who died while on duty in the Armed Forces. p. H8888
9. RESEARCH STATION. A subcommittee of the Agriculture Committee approved for full committee action H. R. 14388, to convey certain real property in the Agricultural Research Center, Beltsville, Md. p. D844
10. EDUCATION. The conferees agreed to file a report on S. 3769, the proposed Higher Education Amendments of 1968. p. D845
11. APPROPRIATIONS. Both Houses agreed to the conference report on H. R. 18785, the military construction appropriation bill, and agreed on the amendment in disagreement (pp. H8883-4, S10944-5). This bill includes funds for payment to the Commodity Credit Corporation on the indebtedness for housing constructed in foreign countries with foreign currencies derived from the sale of surplus commodities. The bill will now be sent to the President.  
Received the conference report on H. R. 17023, the independent offices and HUD appropriation bill, 1969 (H. Rept. 1904). p. H8961



tions of government. I sincerely hope that the proposal, the plan and the drive of the NAACP will result in a great success.

I again call to the attention of other American groups that this is a very fine decision and policy for them to emulate between now and election day, so that when people are permitted to register to vote in the several States of the Union that they too will conduct drives to secure a bigger registration, and then to urge those who are registered to vote, so that as many Americans as possible will carry out the fullness of their citizenship.

Mr. GERALD R. FORD. Will the distinguished Speaker of the House yield?

Mr. McCORMACK. I am very glad to yield to the gentleman.

Mr. GERALD R. FORD. Mr. Speaker, every minute, every hour of every day, right now, young men from America are dying to preserve the right of all citizens in this country to register and to vote as their conscience dictates. Men have sacrificed their lives over the years to preserve the American way, which is the way of free elections.

I applaud any organization that is making a maximum effort to get all Americans to register so that on election day we may have the greatest vote in the history of America so we will have a free choice as to who the next President of the United States will be.

I applaud the NAACP and I also applaud every other organization that is undertaking an effort to see to it that people exercise their prerogative to make their choice, in this most important election. But after this vital election, I hope and trust that all citizens will continue their civic interest by registering and voting and in other ways participating in the political arena.

Mr. McCORMACK. I appreciate very much the remarks of my distinguished friend, the leader of the minority party in the House, which shows the unanimous feeling of both parties as represented by the leaders of both parties in the House of Representatives. No more constructive service could be performed by the newspapers and television stations of our country than to concentrate on the importance of people registering and later voting. Our citizens cannot vote until they register and I hope the newspapers and television stations of the country will engage in a concentrated drive in connection with the registration of countless millions of Americans who are not registered at the present time.

#### THE ARROGANCE OF AN AUTOMAKER

(Mr. McFALL asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. McFALL. Mr. Speaker, for some months now, Americans have become resigned to having a few less dollars in their pockets because a tax increase was necessary to cut down the threat of inflation. Nobody likes to pay higher taxes, but the broader public interest had to be served.

Apparently, the concept of a broader public interest is not well understood in some quarters. Two days ago, Chrysler Corp. announced a price increase averaging \$84 on its 1969 automobiles.

The price increase is clearly excessive.

The price increase is obviously inflationary.

The price increase is absolutely not in the national interest.

What can be done about it? One thing we can do is to turn the spotlight of governmental scrutiny on this action. President Johnson has issued a statement on the increase, pointing out that:

If this price increase prevails throughout the industry, it would take three-quarters of a billion dollars out of the pockets of American families when they buy new cars.

The Cabinet Committee on Price Stability has issued a statement noting that:

The American people have every right to expect this highly profitable industry to make a maximum contribution to price stability.

If Chrysler Corp. has a conscience, and if it has any sense of public responsibility, it will take a hard, second look at the price boost it has imposed on the American people. If the other major auto manufacturers accept a responsibility broader than their ledger books, they will certainly not follow the ill-chosen path of Chrysler.

#### CONFERENCE REPORT ON H.R. 18785, APPROPRIATIONS FOR MILITARY CONSTRUCTION FOR THE DEPARTMENT OF DEFENSE, 1969

Mr. SIKES. Mr. Speaker, I call up the conference report on the bill (H.R. 18785) making appropriations for military construction for the Department of Defense for the fiscal year ending June 30, 1969, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of September 17, 1968.)

(Mr. SIKES asked and was given permission to revise and extend his remarks and to include certain tabulations.)

Mr. SIKES. Mr. Speaker, the conference report approves \$1,758,376,000 to support the military construction programs of the several military services in fiscal year 1969. This amount is \$273,124,000 below the budget estimates. It is \$334,986,000 below comparable appropriations for fiscal year 1968. It is also \$6,643,000 below the House-passed bill.

It will be recalled that this measure passed both the House and Senate in July. However, it was not possible to obtain a conference with the Senate until after the August recess. That means that we have been subjected to serious delays in getting started on a program which should have been implemented months ago. The bill provides many important and sound facilities which will represent

very useful improvements for the military base structure of the several services both at home and abroad. I can assure you that these are needed projects.

As I stated when the bill was being considered by the House, the fiscal year 1969 military construction program is the most austere in recent history. None of us are happy that such is the case. This situation is necessitated by national fiscal problems. There are far too many military installations on which facilities are substandard, costly, and inadequate. We must concern ourselves with morale factors, such as better troop and family housing if we are to obtain the retention rates for servicemen that are highly desirable, both from a cost as well as from a skill standpoint.

The committee actions on the individual line items in conference are set forth in the report. A number of the additions to the House bill were submitted to the Senate by the executive branch and not considered at the time of the House action. Generally speaking, these additional line items are necessitated by fires and other so-called acts of God which destroyed facilities in various areas. These facilities now require replacement if the installations are to properly function. Obviously these expenditures had not been anticipated at the time of the House action, and they have increased the total of the bill. It should be pointed out that there are many major items of construction for which the bill provides funds and which are not listed in the conference report simply because they were not in disagreement. Significant among these is the anti-ballistic-missile system which was discussed at some length on the floors of both the House and the Senate.

The recommendations before you represent careful thinking and deliberate analysis and much hard work on the part of the committees of both bodies of the Congress. I believe that the bill provides the bare minimum amount of funds required for a sound military construction program. The military construction program should be larger, particularly where it applies to housing for troops and military families. However, in view of the present fiscal problems which confront our Nation, a studied and deliberate effort has been made to keep the construction program at a minimum level.

I trust that the recommendations of the conferees will have your complete approval.

Now let me discuss one other problem of importance; that of cost overruns on individual projects. This has always been a major problem in the implementation of the military construction program. It is virtually impossible to present exact cost estimates for individual line items which must of necessity be formulated 6 to 18 months before they are considered by the Congress. The Department of Defense has, until very recently, shown marked improvement in the validity of their cost estimates. The problems have been accentuated, however, by increasing wage rates and other inflationary factors plus the various and sundry freezes in



the construction program which have taken place in the Department of Defense in recent years. This combination of circumstances has made it exceedingly difficult for Congress to obtain fully realistic cost estimates on projects which were approved for funding in prior years. This fact accentuates the folly of justifying military construction programs; then failing to permit the prompt and proper obligation and expenditure of funds to support the program.

The Senate report accompanying the military construction bill discusses this matter in some detail. In order that there be no misunderstanding of the seriousness of this problem insofar as the Committees on Appropriations of the House and Senate are concerned, and to encourage the orderly implementation of the fiscal year 1969 program, the conferees have inserted language in the statement of the managers which emphasizes to those concerned in the

executive branch our desire that this matter be fully explored when the military construction program for fiscal year 1970 is before the Congress. Prompt and proper implementation of the fiscal year 1969 and prior year construction programs still outstanding will go a long way toward alleviating some of the situations which have occurred in the past.

I now insert a table which shows the action taken on the bill for fiscal year 1969:

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1968 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1969									
Agency and item	New budget (obligational) authority, fiscal year 1968	Budget estimates of new (obligational) authority, fiscal year 1969	New budget (obligational) authority, recommended in House bill	New budget (obligational) authority, recommended in Senate bill	Conference action	Difference between conference action and—			
						New budget (obligational) authority, fiscal year 1968	Budget estimates of new (obligational) authority, fiscal year 1969	New budget (obligational) authority, recommended in House bill	New budget (obligational) authority, recommended in Senate bill
Military construction, Army.....	\$372,228,000	\$688,300,000	\$554,597,000	\$537,605,000	\$548,126,000	+\$175,898,000	-\$140,174,000	-\$6,471,000	+\$10,521,000
Military construction, Navy.....	486,661,000	367,000,000	289,238,000	286,374,000	291,513,000	-195,148,000	-75,487,000	+2,275,000	+5,139,000
Military construction, Air Force.....	400,662,000	266,000,000	221,588,000	224,361,000	222,141,000	-178,521,000	-43,859,000	+553,000	-2,220,000
Military construction, Defense agencies.....	114,540,000	85,400,000	83,396,000	83,396,000	83,396,000	-31,144,000	-2,004,000		
Loran stations.....	3,600,000					-3,600,000			
Military Construction, Army Reserve.....	3,000,000	3,000,000	3,000,000	3,000,000	3,000,000				
Military construction, Navy Reserve.....	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000				
Military construction, Air Force Reserve.....	3,900,000	4,300,000	4,300,000	4,300,000	4,300,000	+400,000			
Military construction, Army National Guard.....	3,000,000	2,700,000	2,700,000	2,700,000	2,700,000	-300,000			
Military construction, Air National Guard.....	9,500,000	8,300,000	8,300,000	8,300,000	8,300,000	-1,200,000			
Total, military construction.....	1,402,091,000	1,430,000,000	1,172,119,000	1,155,036,000	1,168,476,000	-233,615,000	-261,524,000	-3,643,000	+13,440,000
Family housing.....	671,271,000	589,700,000	586,700,000	583,700,000	583,700,000	-87,571,000	-6,000,000	-3,000,000	
Homeowners assistance fund.....	20,000,000	11,800,000	6,200,000	6,200,000	6,200,000	-13,800,000	-5,600,000		
Total, family housing.....	691,271,000	601,500,000	592,900,000	589,900,000	589,900,000	-101,371,000	-11,600,000	-3,000,000	
Grand total.....	2,093,362,000	2,031,500,000	1,765,019,000	1,744,936,000	1,758,376,000	-334,986,000	-273,124,000	-6,643,000	+13,440,000

<sup>1</sup> Represents expenditure reduction of approximately \$35,000,000 below the expenditures contemplated in the budget estimates if the reduction in new obligational authority are applied in normal course without other actions which might influence the rate of expenditure.

I yield at this point to the distinguished gentleman from Michigan [Mr. CEDERBERG], the ranking minority member of the conference committee.

Mr. CEDERBERG. I thank the gentleman from Florida. The minority agrees wholeheartedly with the conference report. We think it is a good report to carry on the necessary military construction for our military services.

I have no further requests for time.

Mr. MONTGOMERY. Mr. Speaker, will the gentleman yield for a question?

Mr. SIKES. I am glad to yield to the distinguished gentleman from Mississippi.

Mr. MONTGOMERY. I am vitally interested in the Army National Guard armory construction program. Are there any funds in the conference report for the armory construction program? I believe the armory construction program has been stopped since 1964. Certainly it seems to me we need to get this program started again since the reorganization of the Army Guard has been completed. Could the distinguished chairman give me any information about armory construction starting again in the different States?

Mr. SIKES. May I say to my distinguished friend from Mississippi that there were no funds in disagreement on the armory construction program. Consequently, the matter was not before the conference.

I am glad to tell the gentleman that there is contained in this budget for the current fiscal year \$23,300,000 for armories for Reserve Forces. This is the

largest amount which has been appropriated in a number of years. At the time the House passed the bill, our report strongly insisted that the armory program be advanced, that construction progress more rapidly than it has in prior years. I share the gentleman's concern about the lack of emphasis on the construction of armories where needed and agree with him that the subject deserves important consideration by the Department.

Mr. MONTGOMERY. I thank the gentleman for answering my question.

Mr. SIKES. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to.

#### AMENDMENT IN DISAGREEMENT

The SPEAKER. The Clerk will report the amendment in disagreement.

The Clerk read as follows:

Senate amendment No. 2: Page 2, line 14 strike out "\$289,238,000" and insert "\$286,374,000".

#### MOTION OFFERED BY MR. SIKES

Mr. SIKES. Mr. Speaker, I offer a motion.

The Clerk read as follows:

Mr. SIKES moves that the House recede from its disagreement to the amendment of the Senate numbered 2 and concur therein with an amendment, as follows: In lieu of the sum proposed in said amendment, insert "\$291,513,000".

The motion was agreed to.

A motion to reconsider was laid on the table.

#### GENERAL LEAVE

Mr. SIKES. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks on matters discussed in connection with the conference report on the military construction appropriation bill and to include certain statistical tables.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

#### CORRECTION OF THE RECORD

Mr. SIKES. Mr. Speaker, on page H8784 of the RECORD of September 17, 1968, in the statement of the managers on the part of the House on the military construction appropriation bill, H.R. 18785, the amount for Naval Shipyard, Boston, Mass., personnel service building, is shown as plus \$92,000. The correct item is minus \$92,000. This item is correctly listed in the printed copy of the conference report (H. Rept. No. 1896). I ask unanimous consent that the permanent RECORD be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

#### CONFERENCE REPORT ON S. 827, NATIONWIDE SYSTEM OF TRAILS

Mr. ASPINALL. Mr. Speaker, I call up the conference report on the bill (S. 827),



to establish a nationwide system of trails, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of September 12, 1968.)

Mr. ASPINALL (during the reading). Mr. Speaker, I ask unanimous consent that further reading of the statement be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

The SPEAKER. The gentleman from Colorado [Mr. ASPINALL] is recognized for 1 hour.

#### GENERAL LEAVE TO EXTEND

Mr. ASPINALL. Mr. Speaker, I ask unanimous consent that all Members may extend their remarks in the RECORD on the conference report.

The SPEAKER. Is there objection to the request of the gentleman from Colorado?

There was no objection.

Mr. ASPINALL. Mr. Speaker, I am pleased to report that the conference report which is now before the House has the unanimous approval of all of the members of the conference committee.

For the most part, the conferees adopted the language of the bill approved by the House. Some changes were made, however, and I would like to explain them briefly.

First, we adopted language which provides for the immediate designation of the Appalachian Trail and the Pacific Crest Trail as national scenic trails. While the House had authorized the establishment of the Appalachian National Scenic Trail, it did not extend that authority to the three additional trails which were included in the Senate version of the bill. In adding the Pacific Crest Trail, however, the conferees adopted additional language which prohibits the acquisition of lands for that trail by condemnation since so much of the area through which it passes is already federally owned.

Both bills had provided for the acquisition of rights-of-way for the authorized trails; however, the more limited language of the House version of the bill was adopted by the conferees. As adopted by the conference committee, the trail width is explicitly limited to 25 acres in any 1 mile. This language is intended to avoid any misinterpretation by the administering agencies which would allow them to average out extensive acquisitions over a stretch of the trail in excess of 1 mile.

In view of these agreements, the modification of the amount of appropriations authorized was minimized. The language adopted retains the authority to appropriate \$5,000,000 for land acquisition along the Appalachian Trail, which conforms with the House provision. An addi-

tional \$500,000 is authorized for acquiring lands or interests in lands from willing sellers along the Pacific Crest Trail.

Mr. Speaker, the Senate language provided that 11 trails, among others, were authorized to be studied for future inclusion in the national trails system. The House version of the bill specifically limited the authority to conduct studies to 14 trails. After agreeing to a restriction on the number of trails authorized for study, the conference committee adopted some reasonable revisions with respect to the 14 trails to be studied.

Another change, which the conference committee adopted and which conforms with the approach approved by the House, provides that each segment of the national scenic trails is to be developed and managed in such a way as to conform to multiple-use plans so as to assure the maximum benefits from the land.

Finally, Mr. Speaker, the conference committee adopted a provision contained in the Senate version of the bill which will permit the Secretary of the Interior to reserve trail rights-of-way in conveyances under the public land laws.

Mr. Speaker, I believe that the conference report on S. 827 represents a reasonable compromise between the different bills approved by the two bodies. I urge the Members of the House to adopt the conference report.

(Mr. ASPINALL asked and was given permission to revise and extend his remarks.)

(Mr. SAYLOR (at the request of Mr. ASPINALL) was granted permission to extend his remarks at this point in the RECORD.)

Mr. SAYLOR. Mr. Speaker, I rise in support of the conference report on S. 827, a bill to establish a nationwide system of trails, and for other purposes.

The bill recommended by the conference committee institutes a national system of trails, prescribes the initial components of the system, and the methods and standards by which additional trails may be included in the system.

The national system of trails will be composed of three classes of trails; namely, first, national recreation trails which shall be in or reasonably accessible to the urban areas of the Nation; second, national scenic trails, which will be established in parks, forests and other recreation areas; and third, connecting or side trails which will provide points of access to national recreation or scenic trails.

The bill as recommended by the conference committee establishes the Appalachian Trail and the Pacific Crest Trail as the initial components of the national scenic trails system.

The bill prescribes the methods and standards by which additional trails may be included in the system and provides for the study of 14 trails as potential additions. These studies are to be made in cooperation with the Federal agencies administering the lands and the interested State and local governments, public and private organizations, landowners and land users concerned.

The bill further provides that the administration and development of the

national trails system shall be in accordance with the established multiple use plans and minimize the adverse effects upon the adjacent landowners and users. This provision to conform the administration and development of the trails to establish multiple-use plans is one of the changes adopted by the conference committee.

The conference committee also authorized the additional appropriation of \$500,000 for the inclusion of the Pacific Crest Trail as an initial component of the national trails system. This sum is in addition to the \$5,000,000 authorized to be appropriated for the acquisition of lands and interests in lands for the national trails system.

The conference committee adopted the House language with regard to the acquisition of rights-of-way which limits such acquisition to 25 acres in any one mile as the trail width. The adoption of this language should avoid problems in the development of trail widths throughout the Nation.

A provision in the bill as passed by the other body was adopted by the conference committee providing for the reservation of rights-of-way in conveyances under the public land laws. I have alluded to this change adopted by the conference committee in my earlier colloquy with the chairman of the committee, the gentleman from Colorado [Mr. ASPINALL].

Mr. Speaker, I was unable to attend the deliberations of the conference committee for personal reasons. I think the work of the conferees in reporting out this bill is highly commendable. As I stated prior to the passage of this legislation in this body, the establishment of a national trails system could very well become the most popular conservation measure ever passed by the Congress of the United States. I am proud to have participated in bringing this legislation before you for approval.

Mr. Speaker, I urge the adoption of the conference report.

Mr. ASPINALL. I yield now to the gentleman from Pennsylvania so he may ask a question.

Mr. SAYLOR. Mr. Speaker, for the purpose of clarification, I would like to ask the chairman one question with respect to section 9(a) of the conference report which relates to the granting of rights-of-way by the Secretary of the Interior or the Secretary of Agriculture across components of the national trails system. I regret that I was not able to attend the meetings of the conference committee.

The conference committee adopted the House language in section 9(a) which states that any conditions contained in easements and rights-of-way shall be only conditions which are related to the policy and purposes of this act but deleted the reference to the regulations issued in 1963 relating to the granting of rights-of-way for power transmission lines. These are the regulations which provide that non-Federal builders of new powerlines crossing public lands must agree to share their transmission facilities with the Federal Government as a condition for rights-of-way, and provide, in addition, that application for right-



of-way will not be approved by the Government if building of the transmission line is determined to be in conflict with the Federal power marketing program, whatever that means.

As the chairman knows, the adoption of these regulations in 1963 was a matter of great controversy and the regulations have remained a matter of controversy since that time. When this legislation to establish a nationwide system of trails was before the committee, we sought to avoid controversy by putting in the provision that any conditions contained in easements and rights-of-way across components of the trails system would be related only to the Trails System Act and would not be based upon the regulations I have referred to. It is my understanding that the reference to the 1963 regulations was deleted as surplusage and unnecessary, and I would like to have the chairman confirm this for the record.

Mr. ASPINALL. Mr. Speaker, the gentleman is correct. The language retained in the conference report provides that any conditions contained in easements and rights-of-way granted upon, over, under, across, or along, any component of the national trails system shall be related to the policy and purpose of the National Trails System Act. The statement of the managers on the part of the House says that "any conditions placed upon applicants for an easement or right-of-way with respect to a component of the national trails system must be related to the purposes of this act." In other words, it did not seem to the conference committee necessary to include in the conference version of the legislation a corollary to that statement—that is, that such easements and rights-of-way shall not be based upon existing regulations which might call for the inclusion of conditions not related to the trails system itself. This fact seemed obvious and the language was stricken as surplusage.

Mr. GRIFFIN. Mr. Speaker, I support the conference report on S. 827, an act to establish a nationwide system of trails. This legislation will go far in creating interest in the history of our great Nation and, I hope, will awaken many to an appreciation of America's glory and majesty.

Inasmuch as a significant portion of the Natchez Trace is in Mississippi. I am pleased that this historic trail will be the subject of a feasibility study to determine whether it will be designated a national scenic trail.

The Natchez Trace was established probably as early as the 13th or 14th century by Indian hunters and couriers. Beginning at Nashville, Tenn., and ending at Natchez, Miss., the trace has been a prominent part of American history and lore. The Natchez Trace not only mirrors the history of the region and the opening of what was then the southwestern portion of the United States, but it reflects the spirit of an age. Along its paths, Americans and immigrants, filled

with hope, marched into the pages of history; ordinary human beings united in an extraordinary purpose; common people dedicated to an uncommon destiny.

It was here, on October 11, 1809, that Meriwether Lewis, the hero of the Lewis and Clark Expedition into the great Northwest, met his tragic end, a suicide. Furthermore, it was down the trace that Andrew Jackson led a ragged, half-starved band of Americans and Indians to defeat the British at the Battle of New Orleans in 1815. These are but two of the hundreds of colorful pages of American history written on the Natchez Trace.

Certainly, Mr. Speaker, the Natchez Trace meets all the requirements of a national scenic trail and I would hope that all Members have an early opportunity to visit this area.

Mr. ASPINALL. Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to.

A motion to reconsider was laid on the table.

#### PERMISSION TO FILE CONFERENCE REPORT ON H.R. 17023, APPROPRIATIONS FOR INDEPENDENT OFFICES AND HOUSING AND URBAN DEVELOPMENT, 1969

Mr. EVINS of Tennessee. Mr. Speaker, I ask unanimous consent that the managers on the part of the House have until midnight tonight to file a conference report on the bill (H.R. 17023), making appropriations for the independent offices and housing and urban development, 1969.

The SPEAKER. Is there objection to the request of the gentleman from Tennessee?

There was no objection.

#### CONFERENCE REPORT (H. REPT. No. 1904)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 17023) "making appropriations for sundry independent executive bureaus, boards, commissions, corporations, agencies, offices, and the Department of Housing and Urban Development for the fiscal year ending June 30, 1969, and for other purposes," having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 6, 11, 12, 13, 14, 16, 19, 20, 29, 31, 33, 35, 42, and 43.

That the House recede from its disagreement to the amendments of the Senate numbered 5, 9, 10, 17, 18, 21, 23, 26, 30, 36, 37, 39, and 40; and agree to the same.

Amendment numbered 1: That the House recede from its disagreement to the amendment of the Senate numbered 1, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$1,800,000"; and the Senate agree to the same.

Amendment numbered 2: That the House recede from its disagreement to the amendment of the Senate numbered 2, and agree to the same with an amendment, as follows: In

lieu of the sum proposed by said amendment insert "\$173,600,000"; and the Senate agree to the same.

Amendment numbered 3: That the House recede from its disagreement to the amendment of the Senate numbered 3, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$10,000,000"; and the Senate agree to the same.

Amendment numbered 4: That the House recede from its disagreement to the amendment of the Senate numbered 4, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$37,200,000"; and the Senate agree to the same.

Amendment numbered 7: That the House recede from its disagreement to the amendment of the Senate numbered 7, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$15,100,000"; and the Senate agree to the same.

Amendment numbered 8: That the House recede from its disagreement to the amendment of the Senate numbered 8, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$275,000,000"; and the Senate agree to the same.

Amendment numbered 22: That the House recede from its disagreement to the amendment of the Senate numbered 22, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$12,500,000"; and the Senate agree to the same.

Amendment numbered 24: That the House recede from its disagreement to the amendment of the Senate numbered 24, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$750,000,000"; and the Senate agree to the same.

Amendment numbered 25: That the House recede from its disagreement to the amendment of the Senate numbered 25, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$43,838,000"; and the Senate agree to the same.

Amendment numbered 27: That the House recede from its disagreement to the amendment of the Senate numbered 27, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$312,500,000"; and the Senate agree to the same.

Amendment numbered 28: That the House recede from its disagreement to the amendment of the Senate numbered 28, and agree to the same with an amendment as follows: In lieu of the sum proposed by said amendment insert "\$625,000,000"; and the Senate agree to the same.

Amendment numbered 32: That the House recede from its disagreement to the amendment of the Senate numbered 32, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$11,000,000"; and the Senate agree to the same.

Amendment numbered 34: That the House recede from its disagreement to the amendment of the Senate numbered 34, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$30,000,000"; and the Senate agree to the same.

Amendment numbered 38: That the House recede from its disagreement to the amendment of the Senate numbered 38, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$93,000,000" and the Senate agree to the same.









*Sept 19, 1968*

14. APPROPRIATIONS. The Appropriations Committee reported with amendments H. R. 18707, the Defense Department appropriation bill, 1969 (S. Rept. 1576). p. S11022
15. TRAILS. Agreed to the conference report on S. 827, to establish a nationwide system of trails. (See Digest 148 for conference provisions.) This bill will now be sent to the President. pp. S11039-40, H8998
16. WATER RESOURCES. Concurred in the House amendment to S. 3058, to revise the authorization of appropriations for administering the provisions of the Water Resources Planning Act. This bill will now be sent to the President. p. S11040
17. REDWOOD NATIONAL PARK. Agreed to the conference report on S. 2515, to authorize the establishment of the Redwood National Park. (See Digest 147 for conference provisions.) This bill will now be sent to the President. pp. S11041-54
18. TAXATION. Began debate on H. R. 2767, to allow farmers an amortized tax deduction for assessments levied by soil and water conservation districts. pp. S11028, S11087, S11104-8, S11113
19. NOMINATION. Received the nomination of Albert Bushong Brooke, Jr., to the Federal Power Commission. p. S11113
20. LANDS. Sen. Williams, N.J., inserted a speech by Sen. Bartlett favoring H. R. 17874, to extend the time for selection of certain lands by Alaska. p. S11081
21. LEGISLATIVE PROGRAM. Sen. Mansfield said the defense appropriation bill will be considered Mon. p. S11097

EXTENSION OF REMARKS

22. FOREST POLICIES. Rep. Aspinall inserted a statement of forest policies of the Society of American Foresters for 1968. pp. E8093-4
23. FARM LABOR. Rep. Utt inserted an article in which a fruitpicker refutes the charges that Calif. farm laborers are under paid. pp. E8094-5
24. LOG EXPORTS. Rep. Teague, Calif., inserted two letters objecting to further restriction on log exports. p. E8095
25. WEIGHTS AND MEASURES. Rep. Monogan inserted an article on the advantages and disadvantages of the metric system. pp. E8099-101
26. CONSUMERS. Rep. Sullivan inserted an article by Rep. Rodino which explains the value to businessmen of good consumer laws. pp. E8102-3
27. FREIGHT RATES. Rep. Curtis commended Maritime Commission in disapproving certain outbound ocean freight rates and stated it was a major step forward and of real help to the U. S. balance of payments. p. E8109

28. DAIRY IMPORTS. Rep. Meskill stated that the administration should "get behind" legislation providing for carefully scaled restrictions on dairy imports. pp. E8116-7
29. APPROPRIATIONS. Rep. Mahon outlined unfinished appropriations matters. pp. E8128-9
30. REPORTS; OPINION POLLS. Several Reps. inserted results of questionnaires and their letters to constituents which include items of interest to this Department. pp. E8101-2, E8106-8, E8117-8, E8123-4

BILLS INTRODUCED

31. TAXATION. S. 4059 by Sen. Metcalf and H. R. 19916 by Rep. Culver, to amend the Internal Revenue Code of 1954 so as to limit the amount of deductions attributable to the business of farming which may be used to offset non-farm income; to Senate Finance and House Ways and Means Committees. Remarks of Sen. Metcalf pp. S11022-37, Rep. Culver E8113-5  
H. R. 19909 by Rep. Denney, to provide that the burden of proving that the taxpayer's treatment of certain expenditures is erroneous shall be on the Internal Revenue Service; to Ways and Means Committee. Remarks of author p. E8091
32. DAIRY. H. R. 19910 by Rep. Meeds, to amend the Agricultural Adjustment Act, as reenacted and amended by the Agricultural Marketing Agreement Act of 1937, as amended; to Agriculture Committee.
33. INFORMATION. H. R. 19913 by Rep. Waldie, to prohibit the furnishing of mailing lists of names or addresses by Government agencies to the public in connection with the use of the U.S. mails; to Post Office and Civil Service Committee. Remarks of author pp. E8091-2
34. YOUTH CORPS. H. R. 19914 by Rep. Wyman, to establish a National Youth Commission to present to the Federal Government the view of the youth of the United States; to Education and Labor Committee.
35. HIGHWAYS. H. R. 19915 by Rep. Baring, to provide that the reduction in expenditures required by Section 202 of the Revenue and Expenditure Control Act of 1968 shall not apply to expenditures from the highway trust fund; to Ways and Means Committee.
36. RETIREMENT. H. R. 19918 by Rep. Purcell, to allow, in a pension plan whose terms or conditions are qualified under section 401 of the Internal Revenue Code of 1954, reasonable differentiation in retirement ages between male and female employees, as well as provisions or requirements for retirement at reasonable ages; to Ways and Means Committee

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COMMITTEE HEARINGS:

- SEPT. 20: Convey forest lands held for Pueblo Indians, S. Interior (Greeley, FS, to testify). Methods for adjusting Federal salaries, H. Civil Service.
- SEPT. 25: Dairyman's class I base plan, H. Agriculture (Forest, C&MS, to testify).



# MODIFICATION OF GLACIER PEAK WILDERNESS, WASH.

Mr. JACKSON. Mr. President, I ask the Chair to lay before the Senate a message from the House of Representatives on S. 1321.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 1321) to establish the North Cascades National Park and Ross Lake and Lake Chelan National Recreation Areas, to designate the Pasayten Wilderness and to modify the Glacier Peak Wilderness, in the State of Washington, and for other purposes which was, on page 9, strike out lines 18 through 20 inclusive, and insert:

SEC. 506. There are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act, but not more than \$3,500,000 shall be appropriated for the acquisition of lands or interest in lands.

Mr. JACKSON. Mr. President, the only amendment added to this bill by the House was a ceiling on the appropriation for the acquisition of interests in lands. The amount estimated to be necessary to acquire what few private holdings there are within the boundaries of the area has been approximately \$3.5 million. This was the testimony which was presented before the House and Senate by the executive branch. The overwhelming amount of the land which is involved in the establishment of this superlative park and recreation area is already owned by the public. Therefore, the sponsors of the legislation on the part of the Senate have no objection to the appropriation limitation by the House, which, as I stated, corresponds to the information provided at our hearings.

I move that the Senate concur in the amendment of the House.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Washington.

The motion was agreed to.

Mr. JACKSON. I ask unanimous consent that a statistical summary of S. 1321 be printed at this point in the RECORD.

There being no objection, the summary was ordered to be printed in the RECORD, as follows:

## Statistical summary for S. 1321

Area (acres):	
North Cascades National Park	503,500
North unit	303,000
South unit	200,500
Ross Lake National Recreation Area	105,000
Lake Chelan National Recreation Area	62,000
Pasayten Wilderness	520,000
Glacier Peak Wilderness additions	10,000
Total private lands in park and 2 recreation areas	4,000
Costs (only for National Park Service units):	
Acquire private lands in park and recreation areas	\$3,500,000
Development over first 5 years for park and recreation areas	29,000,000
Operation and maintenance, 1st year	300,000
Operation and maintenance, after 5th year	600,000

# ESTABLISHMENT OF A NATION-WIDE SYSTEM OF TRAILS—CONFERENCE REPORT

Mr. JACKSON. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 827) to establish a nationwide system of trails, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The bill clerk read the report.

(For conference report, see House proceedings of September 12, 1968, pages H8583-H8585, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. JACKSON. Mr. President, I believe the conference came up with a good bill to establish a national trails system. The bill, approved by the conference committee, provides for the immediate designation of over 4,300 miles of national scenic trails on each side of the continent. There is authority provided for the establishment of national recreation trails which will not require further authorization by Congress. The Agriculture and Interior Departments should seize upon this method of adding new outdoor recreation opportunities to the inventory available to the American people. This potential for new recreation trails, in my judgment, is one of the most important advantages of the act.

The Senate bill provided for the immediate designation of four national scenic trails—the Appalachian, Potomac Heritage, Northern Continental Divide, and Pacific Crest. The House version would have designated only the Appalachian and placed the other three trails in a study category. The conference committee, however, adopted language which authorizes, in the initial system, the Appalachian Trail and the Pacific Crest Trail. The Potomac Heritage and the Continental Divide Trails will be studied further for possible future inclusion.

A House amendment which requires prior authorization for comprehensive studies of other trails which might eventually be included in the system was adopted by the conference committee.

S. 827, as approved by the conference committee, places new emphasis on the need for the establishment and development of recreation trails in or near urban areas, where the demand for outdoor recreation has mushroomed in recent years. The conference adopted the basic language of the House, which affirms the importance of such trails near cities, but also amended the bill so it does not preclude designation of suitable recreation trails in more remote areas.

The Senate bill provided that 50 acres of land per mile could be acquired in fee or scenic easement, but acquisition in fee was limited to 25 acres per mile. As passed by the Senate originally, the bill also prohibited the use of condemnation where 60 percent of the land in the trail

area is publicly owned. The House language allowing a limit on acquisition of 25 acres per mile of both fee and easements was adopted. Also an amendment was approved which would prohibit condemnation for acquisition of lands on the Pacific Crest Trail, where 80 percent of the land is already publicly owned.

The House version authorized \$5 million for land acquisition for the Appalachian Trail, and the Senate version \$10 million for land acquisition for the first 5 years for the four national scenic trails which it would have established. The conference committee recommends a provision calling for \$5,500,000 for land acquisition for the two trails.

It was the general understanding of the conferees that the Secretaries should prepare comprehensive plans of their proposed development program for the scenic trails under their jurisdiction and present such plans to the Senate and House Committees on Interior and Insular Affairs prior to their request for appropriations. On this basis, the conferees deleted the language of the House amendment limiting the appropriations authorized for development purposes.

Mr. President, I move the adoption of the conference report.

Mr. HANSEN. Mr. President, I rise in support of the conference report to establish a nationwide system of trails. I had the privilege of participating in the conference between the Senate and the House and I believe that the bill which we have returned now to both bodies is a good bill and one which is worthy of support of all Senators.

The bill we returned to the Senate today has been considerably tightened and sharpened by the conference committee. Of particular importance to Westerners is the fact that the Continental Divide Trail has now been placed in a study category which means that both the Department of Agriculture and the Department of Interior will sometime within the next several years be submitting additional material and justification to the Congress concerning this proposed trail. As I have told my Senate colleagues before, that while other trails designated in the bill have historic background, the trail proposed along the Continental Divide has, in reality, never existed. Further, I believe that the Congress must be extremely careful to prevent any legislative erosion of the principles set out in the Wilderness Act, and much of the proposed Continental Divide Trail passes through primitive and wilderness areas in Wyoming. The conference committee was wise in placing this in a study category and I am hopeful that the executive departments concerned will present full justification to the Congress in the future which will assure us of a preservation of the values which have been established by the Wilderness Act.

Of interest to all Senators should be the reaffirmation by the conference committee of the importance attributed to the development of trails near our cities. Heavy use by the hiking and recreation-seeking public can be anticipated in the very near future and it is essential that we concentrate on making recreational facilities such as will be established by



this nationwide system of trails available near urban concentrations.

Other provisions are contained in the bill now which prohibits indiscriminate public acquisition of private lands and provides that on most of the trails in question condemnation proceedings by the Federal Government may not be utilized to acquire fee title or lesser interest to more than 25 acres of any one mile and that when used such authority will be limited to the most direct or practical connecting trail right-of-way.

I believe that the compromise worked out between the Senate and House have resulted in a good bill being brought before us at this time. I urge other Senators to join in supporting this measure which will add one more building block to the great conservation movement which is sweeping our country.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

#### CORRECTION OF TECHNICAL ERRORS

Mr. JACKSON. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of Senate Concurrent Resolution 79. This is simply a measure to allow the enrolling clerk to correct a technical error in the bill to make it conform to the agreement of the conference committee.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Washington?

There being no objection, the concurrent resolution (S. Con. Res. 79) was considered and agreed to, as follows:

S. CON. RES. 79

*Resolved by the Senate (the House of Representatives concurring), That the Secretary of the Senate, in the enrollment of the bill, S. 827, entitled "An act to establish a nationwide system of trails, and for other purposes," be authorized to make the following correction: In section 4(a)(1) after the words "such trails are reasonably accessible to urban areas, and" add a comma and insert the word "or" and in section 4(b)(1) at the end of the paragraph delete the comma after the word "and" and delete the word "or".*

#### AMENDMENT OF WATER RESOURCES PLANNING ACT

Mr. JACKSON. Mr. President, I ask the Chair to lay before the Senate a message from the House of Representatives on S. 3058.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 3058) to amend the Water Resources Planning Act to revise the authorization of appropriations for administering the provisions of the Act, and for other purposes, which was, strike out all after the enacting clause, and insert:

That section 401 of the Water Resources Planning Act (Public Law 89-80; 79 Stat. 244) is amended by deleting "\$300,000" and inserting in lieu thereof "\$500,000".

Mr. JACKSON. Mr. President, the House granted an increase to the Water Resources Council of \$200,000 per year

for administration over the existing authority. The Senate had provided for somewhat more than that, but we on the Senate side have no objection to the House amendment.

Mr. President, I move that the Senate concur in the amendment of the House. The motion was agreed to.

#### POLAND'S MOST-FAVORED-NATION TRADE STATUS

Mr. BYRD of Virginia. Mr. President, I ask unanimous consent to speak for 3 additional minutes.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BYRD of Virginia. Mr. President, following the invasion of Czechoslovakia by forces of the Soviet Union and its satellites—Poland, Bulgaria, East Germany and Hungary—I wrote to Secretary of State Dean Rusk concerning the Department's attitude toward the continuation of Poland's most-favored-nation trade status.

I have great sympathy, Mr. President, for the Polish people. I have been to Poland and known the warmth of the people. But various actions of the Polish Government are most distressing.

I would like to read into the RECORD the letter which I addressed to the Secretary of State, dated September 5, 1966:

MY DEAR MR. SECRETARY: As a result of Poland's aid to North Vietnam and its repressive measures against Polish Jews, there has been a growing demand for the withdrawal of Poland's most favored nation status.

On July 24, 1967, the State Department rejected these demands in a letter to Congressman Findley of New York. Writing for the Department, Assistant Secretary Macomber said the following: "... we do not believe that this is the time for so drastic an action as the withdrawal of MFN from Poland because the evidence is not conclusive that an opposite trend has developed from that which is described in the attached Presidential determination on Poland."

That Presidential memorandum noted among other things that "... Poland was not a nation dominated or controlled by the foreign government or foreign organization controlling the world Communist movement. ... This is still our judgment today."

My letter continues:

In view of the participation of 10,000 Polish troops in the invasion of Czechoslovakia, and Poland's continued aid to North Vietnam, is it still the judgment of the Department that "the evidence is not conclusive" that the Polish government is subservient to the dictates of Moscow?

I would appreciate your early reply to this question.

With best wishes, I am,  
Sincerely,

HARRY F. BYRD, Jr.

In a letter dated September 17, 1968, and delivered to me yesterday, the Assistant Secretary William B. Macomber, Jr., writing for the Secretary, had this to say in response to my question:

We are unable to judge whether Polish troops were ordered by the Polish Government to take part in this action because of the latter's subservience to Soviet policies or whether the Polish Government acted willingly because it also deemed the signs of liberty in Czechoslovakia as a threat to the security of its own Communist system.

Mr. President, is it really material whether Poland's open aggression was at the prompting of the Soviet Union or whether it was a voluntary act which only happened to be in accord with the Soviet wishes and only happened to be closely coordinated with similar actions by the Soviet Union?

Can the question of motivation in a case like this ever really be resolved? How will we ever prove whether Polish leaders were responding to their own feelings and assessments of the situation in Czechoslovakia, or knuckling under to the expressed desires of the Soviet Union?

In his letter, Secretary Macomber indicates the Department is reviewing the developments in Eastern Europe with a view toward "determining our foreign policy interests and our further position in the circumstances."

The invasion of Czechoslovakia occurred a month ago, and in light of the participation of 10,000 Polish troops in the attack on Czechoslovakia, is there really any doubt about Poland's aggressive foreign policies?

The State Department inaction is important, because it ties in with the fact that our Government has been unwilling to bring financial and diplomatic pressure on those nations which are supplying our enemy in Vietnam.

While the invasion of Czechoslovakia by the Soviet Union and its satellites—including Poland—focuses attention on the problem, the fact is the problem has been there for some time.

Poland is second only to the Soviet Union among East European Communist countries in the number of ships it sends through the port of Haiphong each month. Poland is the only nation sending arms to North Vietnam which enjoys special trade benefits from this country.

The Polish Communist leaders openly boast of their country's aid to the North Vietnamese—witness the statement last year by Mr. Zenon Kliszko, a member of the Polish Communist Party Politburo. The Associated Press quoted Mr. Kliszko as saying to the North Vietnamese:

We are glad that Polish guns are bringing concrete results to you in your fight. We are giving, and we will continue to give material, political, and military aid.

It has been 3 years since we began our massive buildup in Vietnam where we have suffered more than 200,000 casualties.

Surely it is time we brought all financial and diplomatic pressure on those aiding our enemy.

How else are we going to bring this war to an end?

In that connection, I want to cite the latest casualty figures, the cumulative totals. The official figures for the year 1968, beginning January 1, 1968, through September 17, 1968, show that the United States suffered 86,800 casualties in Vietnam.

The significant aspect of that figure, Mr. President, is that it represents 41 percent of all the casualties we have suffered during the many years we have been in Vietnam.



was trying to increase the assistance figure from \$365 million to \$410 million.

Mr. Chairman, I refer the members of the Committee of the Whole House on the State of the Union to page 13 of the so-called committee report to indicate my concern at the nature of expenses or supplies which are furnished in this area. The various members will, of course, recognize that certain titles are not touched, such as military assistance which seems to be a sensitive program with this committee.

Mr. Chairman, I might say that supporting assistance is about equally sensitive to the interest of this Nation. For instance, there is the sum of \$22.5 million which is to go to Latin America, including the sum of \$20 million to the Dominican Republic and the sum of \$2.5 million to Haiti. With reference to Africa there is a regional program of \$1 million and a program of \$8 million to the Congo.

In East Asia there is to go to Korea \$25 million; Laos, \$39 million; and, Thailand, \$50 million, plus the country program in Vietnam of \$451 million.

What will a cut like this mean, if the committee has done such a good job in deciding that a substantial cut can be made in these areas intimately associated with the effort now being made in Vietnam? What, specifically, do they think can be eliminated? I would suggest that we are bordering on the area when we cut in that area of supporting assistance that affect other programs now in progress.

Mr. Chairman, one will note that the committee voted for one program more than was authorized. I suggest that we get back to the authorized level would be the sensible thing to do. I regret that the parliamentary situation does not permit me to offer my amendment, but I do suggest that we may be acting unwisely.

I also regret that an amendment should be made to restore the money for the international organization because there again the example of the reduction when we consider the size of the program and its workability and our contribution to international programs I think set a precedent which others will only be attempted to follow. I might say that during the past 5 years other countries have contributed to these programs far more than the United States.

I believe seven countries contribute to the Development Fund and are contributing a greater portion of their gross national product than does the United States.

So here again I would be reasonably sure that we would be penny wise and pound foolish.

Mr. FRASER. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I would like to ask the committee chairman a question, if I may?

Mr. Chairman, in an earlier discussion between us when I asked about what the subcommittee had decided should be provided for the country of India in development loans, the chairman indicated that all of these proposals were illustrative, and that the AID Agency was not bound to present any particular program,

but could expend within the limitations that were provided for in the appropriation measure. Is that correct?

Mr. PASSMAN. That is correct as to the development loans appropriation, but they cannot transfer Alliance for Progress funds to India.

Mr. FRASER. I appreciate that fact, that the Alliance for Progress is devoted to Latin America. I am more interested in the international organizations and programs. I notice that a cut has been made of roughly some \$20 million. Could the chairman tell me which programs are specifically aimed at there?

Mr. PASSMAN. Yes, I can. It is upon the recommendation of the gentleman's own wonderful committee that this program is on an illustrative basis, so that it is authorized in a lump sum, and it is appropriated on an illustrative basis. AID could give it all to one program, or they could divide the appropriation in any way they see fit.

Mr. FRASER. I would like to point out to the chairman that there is a bar, or there is a direction to the President not to issue any new contributions to development programs of the United Nations which would be used for projects to help the Government of Cuba so long as it is governed by the Castro regime. That is an effort to impose a specific restriction on the use of those funds?

Mr. PASSMAN. That would be my understanding.

Mr. FRASER. But other than that specific restriction, you are not intending to cut any specific program. That is left up to the agency, as I understand it.

Mr. PASSMAN. I believe the gentleman will find that during the past 14 years there have only been two instances where we have earmarked funds. Once we earmarked funds for Spain. This year we are protecting the \$13 million for the U.N. Children's Fund. It is specifically stated in our report that no part of the cut should apply to UNICEF. The rest of the program is completely illustrative, and may be allocated by the administrator as he sees fit.

Mr. FRASER. I just wanted to make sure from what the chairman has said that the restrictions that you have intended on this money are those that are written into the statute?

Mr. PASSMAN. Nothing else but what is written into the statute.

Mr. FRASER. I thank the gentleman.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

The Clerk will read.

The Clerk concluded the reading of the bill.

Mr. PASSMAN. Mr. Chairman, I move that the Committee do now rise and report the bill back to the House with the recommendation that the bill do pass.

The motion was agreed to.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. PRICE of Illinois, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 19908) making appropriations for foreign assistance and related agencies for the fiscal year ending

June 30, 1969, and for other purposes, pursuant to House Resolution 1308, he reported the bill back to the House.

Mr. PASSMAN. Mr. Speaker, I move the previous question on the bill to final passage.

The previous question was ordered.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The question was taken, and the Speaker announced that the ayes appeared to have it.

Mr. GROSS. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 173, nays 139, answered "present" 1, not voting 118, as follows:

[Roll No. 346]

YEAS—173

Adams	Gude	Pickle
Albert	Halleck	Pike
Anderson,	Halpern	Pirnie
Tenn.	Hanley	Podell
Annunzio	Hansen, Wash.	Price, Ill.
Barrett	Hathaway	Pucinski
Bates	Hawkins	Purcell
Biester	Hechler, W. Va.	Quie
Bingham	Heckler, Mass.	Reid, N.Y.
Blatnik	Helstoski	Reuss
Boggs	Hicks	Riegle
Bolton	Hollifield	Robison
Brasco	Horton	Rodino
Brooks	Howard	Rogers, Colo.
Broomfield	Joelson	Ronan
Brotzman	Johnson, Calif.	Rooney, N.Y.
Burke, Mass.	Karth	Rooney, Pa.
Burton, Calif.	Kastenmeier	Rosenthal
Byrne, Pa.	Kazen	Rostenkowski
Byrnes, Wis.	Kee	Roybal
Cabell	Keith	Rumsfeld
Cahill	Kelly	Ryan
Conable	Kirwan	St Germain
Corbett	Kyros	Scheuer
Culver	McCarthy	Schneebeli
Daniels	McClary	Schwengel
Dawson	McCloskey	Selden
Hellenback	McEwen	Shriver
Diggs	McFall	Sisk
Dow	Macdonald,	Slack
Downing	Mass.	Smith, Iowa
Dulski	MacGregor	Smith, N.Y.
Dwyer	Machen	Springer
Eckhardt	Madden	Stafford
Edwards, Calif.	Mahon	Stanton
Eilberg	Mailliard	Steed
Erlenborn	Mathias, Md.	Sullivan
Esch	Matsunaga	Taft
Evans, Colo.	Meeds	Teague, Calif.
Fallon	Minish	Teague, Tex.
Farbstein	Mink	Thompson, N.J.
Farwell	Morgan	Tieman
Feighan	Morse, Mass.	Tunney
Findley	Mosher	Udall
Flood	Murphy, Ill.	Van Deerlin
Foley	Murphy, N.Y.	Vigorito
Ford, Gerald R.	Nedzi	Waldie
Fraser	Nelsen	Whalen
Frelinghuysen	Nix	Widnall
Friedel	O'Hara, Ill.	Wiggins
Fulton, Pa.	O'Hara, Mich.	Wilson, Bob
Fulton, Tenn.	O'Neill, Mass.	Wolf
Garmatz	Ottinger	Wright
Gibbons	Passman	Wylder
Gilbert	Patman	Yates
Gonzalez	Patten	Young
Gray	Pelly	Zablocki
Green, Oreg.	Pepper	
Green, Pa.	Perkins	



## NAYS—139

Abernethy	Everett	Price, Tex.
Adair	Flynt	Randall
Andrews, Ala.	Fuqua	Reid, Ill.
Andrews, N. Dak.	Galifianakis	Reinecke
Baring	Gathings	Roberts
Battin	Gettys	Rogers, Fla.
Belcher	Goodling	Roth
Bennett	Griffin	Roush
Berry	Gross	Ruppe
Betts	Grover	Sandman
Blackburn	Hagan	Satterfield
Blanton	Haley	Saylor
Bow	Hammer-	Schadeberg
Bray	schmidt	Scherle
Brinkley	Harsha	Scott
Brock	Harvey	Sikes
Brown, Mich.	Henderson	Skubitz
Broyhill, N.C.	Hull	Smith, Calif.
Broyhill, Va.	Hutchinson	Snyder
Burke, Fla.	Jarman	Staggers
Burleson	Johnson, Pa.	Steiger, Ariz.
Burton, Utah	Jonas	Steiger, Wis.
Carter	Jones, Mo.	Stephens
Casey	Jones, N.C.	Stubblefield
Cederberg	King, N.Y.	Stuckey
Chamberlain	Kleppe	Talcott
Cleveland	Kyl	Taylor
Collier	Langen	Thompson, Ga.
Collins	Lennon	Thomson, Wis.
Colmer	Lipscomb	Tuck
Cramer	Long, La.	Utt
Cunningham	Long, Md.	Waggonner
Davis, Ga.	McCulloch	Walker
Davis, Wis.	McMillan	Wampler
de la Garza	Marsh	Watson
Delaney	Martin	Whalley
Denney	Mathias, Calif.	White
Derwinski	May	Whitener
Devine	Meskill	Whitten
Dickinson	Miller, Ohio	Williams, Pa.
Dole	Mize	Willis
Dorn	Montgomery	Winn
Dowdy	Myers	Wyatt
Duncan	Natcher	Wyllie
Edwards, Ala.	O'Neal, Ga.	Wyman
Eshleman	Poage	Zion
	Poff	Zwach

## NOT VOTING—118

Abbott	Ford	Michel
Addabbo	William D.	Miller, Calif.
Anderson, Ill.	Fountain	Mills
Arends	Gallagher	Minshall
Ashbrook	Gardner	Monagan
Ashley	Gialmo	Moore
Ashmore	Griffiths	Moorhead
Aspinall	Gubser	Morris, N. Mex.
Ayres	Gurney	Morton
Bell	Hall	Moss
Bevill	Hamilton	Nichols
Boland	Hanna	O'Konski
Bolling	Hansen, Idaho	Olsen
Brademas	Hardy	Pettis
Brown, Calif.	Harrison	Philbin
Brown, Ohio	Hays	Pollock
Buchanan	Hébert	Pryor
Bush	Herlong	Quillen
Button	Hosmer	Railsback
Carey	Hungate	Rarick
Celler	Hunt	Rees
Clancy	Ichord	Reifel
Clark	Irwin	Resnick
Clausen,	Jones, Ala.	Rhodes, Ariz.
Don H.	Karsten	Rhodes, Pa.
Clawson, Del.	King, Calif.	Rivers
Cohelan	Kluczynski	Roudebush
Conte	Kornegay	St. Onge
Conyers	Kupferman	Schweiker
Corman	Kuykendall	Shipley
Cowger	Laird	Smith, Okla.
Curtis	Landrum	Stratton
Daddario	Latta	Tenzer
Dent	Leggett	Ullman
Dingell	Lloyd	Vander Jagt
Donohue	Lukens	Vanik
Edmondson	McClure	Watkins
Edwards, La.	McDade	Watts
Evins, Tenn.	McDonald	Wilson
Fino	Mich.	Charles H.
Fisher	Mayne	

## ANSWERED "PRESENT"—1

Jacobs

So the bill was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Hébert for, with Mr. Shipley against.  
 Mr. Philbin for, with Mr. Nichols against.  
 Mr. Donohue for, with Mr. Fountain against.

Mr. St. Onge for, with Mr. Ashmore against.  
 Mr. Miller of California for, with Mr. Edwards of Louisiana against.  
 Mr. Jacobs for, with Mr. Ichord against.  
 Mr. Rhodes of Pennsylvania for, with Mr. Abbutt against.  
 Mr. Celler for, with Mr. Olsen against.  
 Mr. Gialmo for, with Mr. Rivers against.  
 Mr. Stratton for, with Mr. Brown of California against.  
 Mr. Vanik for, with Mr. Watts against.  
 Mr. Leggett for, with Mr. Fisher against.  
 Mr. Kluczynski for, with Mr. Hungate against.  
 Mr. Jones of Alabama for, with Mr. Bevill against.  
 Mr. Clark for, with Mr. Kornegay against.  
 Mr. Corman for, with Mr. Landrum against.  
 Mr. Griffiths for, with Mr. Mills against.  
 Mr. William D. Ford for, with Mr. Morris of New Mexico against.  
 Mr. Hanna for, with Mr. Rarick against.  
 Mr. Rees for, with Mr. Ashbrook against.  
 Mr. Moorhead for, with Mr. Brown of Ohio against.  
 Mr. Addabbo for, with Mr. Clancy against.  
 Mr. Kupferman for, with Mr. Del Clawson against.  
 Mr. Boland for, with Mr. Gardner against.  
 Mr. Arends for, with Harrison against.  
 Mr. Aspinall for, with Mr. Don H. Clausen against.  
 Mr. Daddario for, with Mr. Fino against.  
 Mr. Dent for, with Mr. Kuykendall against.  
 Mr. Pryor for, with Mr. Hunt against.  
 Mr. Gallagher for, with Mr. Laird against.  
 Mr. Anderson of Illinois for, with Mr. Quillen against.  
 Mr. Ayres for, with Mr. Rhodes of Arizona against.  
 Mr. Railsback for, with Mr. Smith of Oklahoma against.  
 Mr. Conte for, with Mr. Pettis against.  
 Mr. Button for, with Mr. McDonald of Michigan against.  
 Mr. McDade for, with Mr. Cowger against.  
 Mr. Morton for, with Mr. Gurney against.  
 Mr. Gubser for, with Mr. Hall against.  
 Mr. Ashley for, with Mr. Hansen of Idaho against.  
 Mr. Brademas for, with Mr. Watkins against.  
 Mr. Carey for, with Mr. Vander Jagt against.  
 Mr. Cohelan for, with Mr. Relfel against.  
 Mr. Dingell for, with Mr. Pollock against.  
 Mr. Edmondson for, with Mr. Lotta against.  
 Mr. Hamilton for, with Mr. Minshall against.  
 Mr. Tenzer for, with Mr. Michel against.  
 Mr. Irwin for, with Mr. McClure against.  
 Mr. Moss for, with Mr. Lukens against.  
 Mr. Monagan for, with Mr. Lloyd against.  
 Mr. Buchanan for, with Mr. O'Konski against.  
 Mr. Hosmer for, with Mr. Moore against.  
 Mr. Charles H. Wilson for, with Mr. Herlong against.

## Until further notice:

Mr. Evins of Tennessee with Mr. Bush.  
 Mr. Hardy with Mr. Beil.  
 Mr. Hays with Mr. Curtis.  
 Mr. King of California with Mr. Mayne.  
 Mr. Ullman with Mr. Roudebush.  
 Mr. Conyers with Mr. Schweiker.  
 Mr. Resnick with Mr. Karsten.

Mr. JACOBS. Mr. Speaker, I have a live pair with the gentleman from Missouri [Mr. ICHORD]. If he had been present he would have voted "nay." I voted "yea." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

## GENERAL LEAVE

Mr. PASSMAN. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

## FURTHER MESSAGE FROM THE SENATE

A further message from the Senate by Mr. Arrington one of its clerks announced that the Senate had passed a concurrent resolution of the following title, in which the concurrence of the House is requested:

S. Con. Res. 79. Concurrent resolution to correct errors in the enrollment of S. 827.

The message also announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 827) entitled "An act to establish a nationwide system of trails, and for other purposes."

## TO CORRECT ERRORS IN ENROLLMENT OF S. 827, ESTABLISHING NATIONWIDE SYSTEM OF TRAILS

Mr. TAYLOR. Mr. Speaker, I ask unanimous consent for the immediate consideration of the concurrent resolution (S. Con. Res. 79) to correct errors in the enrollment of S. 827.

The Clerk read the Senate concurrent resolution, as follows:

## S. CON. RES. 79

*Resolved by the Senate (the House of Representatives concurring), That the Secretary of the Senate, in the enrollment of the bill, S. 827, entitled "An Act to establish a nationwide system of trails, and for other purposes," be authorized to make the following correction: In section 4(a) (1) after the words "such trails are reasonably accessible to urban areas, and" and a comma and insert the word "or" and in section 4(b) (1) at the end of the paragraph delete the comma after the word "and" and delete the word "or".*

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The Senate concurrent resolution was concurred in.

A motion to reconsider was laid on the table.

## CONFERENCE REPORT ON S. 3608, AMENDING FOOD STAMP ACT OF 1964

Mr. POAGE submitted the following conference report and statement on the bill (S. 3608) to amend the Food Stamp Act of 1964, as amended:

## CONFERENCE REPORT (H. REPT. No. 1908)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 3608), to amend the Food Stamp Act of 1964, as amended, having met, after full and free conference, have agreed to recommend and do











Public Law 90-543  
90th Congress, S. 827  
October 2, 1968

## An Act

82 STAT. 919

To establish a national trails system, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

National Trails  
System Act.

### SHORT TITLE

SECTION 1. This Act may be cited as the "National Trails System Act".

### STATEMENT OF POLICY

SEC. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within established scenic areas more remotely located.

(b) the purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation and scenic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

### NATIONAL TRAILS SYSTEM

SEC. 3. The national system of trails shall be composed of—

(a) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass.

(c) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation or national scenic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

### NATIONAL RECREATION TRAILS

SEC. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

(i) such trails are reasonably accessible to urban areas, and, or

(ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the

appropriate Secretary and, when no Federal land acquisition is involved—

(i) trails in or reasonably accessible to urban areas may be designated as “National Recreation Trails” by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and

(ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as “National Recreation Trails” by the Secretary of the Interior with the consent of the State.

#### NATIONAL SCENIC TRAILS

SEC. 5. (a) National scenic trails shall be authorized and designated only by Act of Congress. There are hereby established as the initial National Scenic Trails:

(1) The Appalachian Trail, a trail of approximately two thousand miles extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as “Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-101-May 1967”, which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

(2) The Pacific Crest Trail, a trail of approximately two thousand three hundred fifty miles, extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map, identified as “Nationwide System of Trails, Proposed Pacific Crest Trail, NST-PC-103-May 1967” which shall be on file and available for public inspection in the office of the Chief of the Forest Service. The Pacific Crest Trail shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior.

(3) The Secretary of the Interior shall establish an advisory council for the Appalachian National Scenic Trail, and the Secretary of Agriculture shall establish an advisory council for the Pacific Crest National Scenic Trail. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards of the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve without compensation or expense to the Federal Government for a term of five years and shall be appointed by the appropriate Secretary as follows:

(i) A member appointed to represent each Federal department or independent agency administering lands through which the trail route passes and each appointee shall be the person designated by the head of such department or agency;

(ii) A member appointed to represent each State through which the trail passes and such appointments shall be made from recommendations of the Governors of such States;

(iii) One or more members appointed to represent private organizations, including landowners and land users, that, in the opinion of the Secretary, have an established and recognized interest in the trail and such appointments shall be made from recommendations

Rights-of-way.

Administration.

Advisory  
councils.

Members; term  
of office.



of the heads of such organizations: *Provided*, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and

(iv) The Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(b) The Secretary of the Interior, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. When completed, such studies shall be the basis of appropriate proposals for additional national scenic trails which shall be submitted from time to time to the President and to the Congress. Such proposals shall be accompanied by a report, which shall be printed as a House or Senate document, showing among other things—

Additional studies.

Report to President and Congress.

(1) the proposed route of such trail (including maps and illustrations) ;

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental, purposes ;

(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic trail ;

(4) the current status of land ownership and current and potential use along the designated route ;

(5) the estimated cost of acquisition of lands or interest in lands, if any ;

(6) the plans for developing and maintaining the trail and the cost thereof ;

(7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture) ;

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof ; and

(9) the relative uses of the lands involved, including : the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail ; the number of months which such trail, or segments thereof, will be open for recreation purposes ; the economic and social benefits which might accrue from alternate land uses ; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section :

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(3) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(4) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(5) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(6) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(7) Kittanning Trail from Shirleysburg in Huntingdon County to Kittanning, Armstrong County, Pennsylvania.

(8) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(9) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(10) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(11) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(12) Gold Rush Trails in Alaska.

(13) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, California.

(14) El Camino Real from St. Augustine to San Mateo, Florida, approximately 20 miles along the southern boundary of the St. Johns River from Fort Caroline National Memorial to the St. Augustine National Park Monument.

#### CONNECTING AND SIDE TRAILS

SEC. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation or national scenic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: *Provided*, That such trails provide additional points of public access to national recreation or scenic trails.

#### ADMINISTRATION AND DEVELOPMENT

SEC. 7. (a) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for National Scenic Trails and shall publish notice thereof in the Federal Register, together with appropriate maps and descriptions: *Provided*, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for that specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appro-



priate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the administration of a national scenic trail may relocate segments of a national scenic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: *Provided*, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

Relocation of  
right-of-way,  
determination.

(c) National scenic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: *Provided*, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: *Provided further*, That private lands included in the national recreation or scenic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation and scenic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established.

Facilities on  
trails.

Motorized ve-  
hicles, prohi-  
bition, ex-  
ceptions.

Uniform  
markers.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation or scenic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange: *Provided*, That not more than twenty-five acres in any one mile may be acquired without the consent of the owner.

Use, acquisi-  
tion of lands.

Acreage limi-  
tation.

Right-of-way  
lands outside  
exterior bound-  
aries.

(e) Where the lands included in a national scenic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic trail: *Provided*, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein within two years after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: *Provided*, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

Property suit-  
able for ex-  
change.

(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

Use of con-  
demnation pro-  
ceedings to  
acquire pri-  
vate lands.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: *Provided*, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than twenty-five acres in any one mile and when used such authority shall be limited to the most direct or practicable connecting trail right-of-way: *Provided further*, That condemnation is prohibited with respect to all acquisition of lands or interest in lands for the purposes of the Pacific Crest Trail. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act.

Limitation.

Pacific Crest  
Trail.

Lands within  
federally ad-  
ministered  
areas.

(h) The Secretary charged with the administration of a national recreation or scenic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organi-



zations, or individuals to operate, develop, and maintain any portion of a national scenic trail either within or outside a federally administered area.

Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

Right-of-way  
reservation.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation or scenic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment.

Regulations.

Publication.

Penalty.

#### STATE AND METROPOLITAN AREA TRAILS

SEC. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation trails on lands owned or administered by States, and recreation trails on lands in or near urban areas. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

78 Stat. 897.  
16 USC 4601-4  
note.

16 USC 4601-  
4601-3.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

73 Stat. 678;  
78 Stat. 792;  
81 Stat. 262.  
40 USC 461.  
75 Stat. 183.  
42 USC 1500  
et seq.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

Suitable  
markings.

#### RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: *Provided*, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

Easements and  
rights-of-way.

Cooperation of  
Federal agencies.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

AUTHORIZATION OF APPROPRIATIONS

SEC. 10. There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail.

Approved October 2, 1968.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 1631 accompanying H. R. 4865 (Comm. on Interior & Insular Affairs) and No. 1891 (Comm. of Conference).

SENATE REPORT No. 1233 (Comm. on Interior & Insular Affairs).

CONGRESSIONAL RECORD, Vol. 114 (1968):

July 1: Considered and passed Senate.

July 15: Considered and passed House, amended, in lieu of H. R. 4865.

Sept. 18: House agreed to conference report.

Sept. 19: Senate agreed to conference report.





